

# RECESS FROM VIOLENCE: MAKING OUR SCHOOLS SAFE

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Recess From Violence: Making Our Sc... THE

SUBCOMMITTEE ON EDUCATION, ARTS AND  
HUMANITIES

OF THE

COMMITTEE ON  
LABOR AND HUMAN RESOURCES  
UNITED STATES SENATE

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

ON

**S. 1125**

TO HELP LOCAL SCHOOL SYSTEMS ACHIEVE GOAL SIX OF THE NA-  
TIONAL EDUCATION GOALS, WHICH PROVIDES THAT BY THE YEAR  
2000, EVERY SCHOOL IN AMERICA WILL BE FREE OF DRUGS AND VI-  
OLENCE AND WILL OFFER A DISCIPLINED ENVIRONMENT CONDU-  
CIVE TO LEARNING, BY ENSURING THAT ALL SCHOOLS ARE SAFE  
AND FREE OF VIOLENCE

SEPTEMBER 23, 1993

Printed for the use of the Committee on Labor and Human Resources



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# RECESS FROM VIOLENCE: MAKING OUR SCHOOLS SAFE

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THURSDAY, SEPTEMBER 23, 1993

U.S. SENATE,  
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES,  
OF THE COMMITTEE ON LABOR AND HUMAN RESOURCES,  
Washington, DC.

The subcommittee met, pursuant to notice, at 2:10 p.m., in room SD-430, Dirksen Senate Office Building, Senator Dodd presiding.  
Present: Senators Dodd, Simon, Kassebaum, Jeffords, and Hatch.

## OPENING STATEMENT OF SENATOR DODD

Senator DODD [presiding.] The subcommittee will please come to order.

Let me first welcome all of our guests this afternoon to this hearing entitled, "Recess from Violence: Making our Schools Safe."

I want to welcome my colleagues as well as the witnesses who are with us this afternoon. The very title of this hearing should give all of us pause. It is startling that today our schools are not safe and that we truly need a recess from violence.

We used to warn our children against playing in the streets because of traffic. Now we warn them against playing in the streets because of gunfire. For far too many of our young people, a childhood of nurturing and security has been replaced by a childhood of fear and exposure to brutality.

Ten days ago, I spent a morning with students in New Haven, CT. I walked with elementary school children to school down streets lined by boarded up buildings and littered with broken bottles, glass, and a variety of other paraphernalia, some of which should not even be mentioned in this hearing room.

I visited with children in their classrooms, met the security guards who patrolled the halls, and talked with teens about violence in their schools and communities.

The threat of violence is everywhere for these children. Children in Connecticut have been shot in buses on their way to school, they have been attacked in hallways, and have had their route home blocked by drug and gang violence. And yet we expect these children to play and to grow and to learn and to become responsible citizens.

Connecticut is not alone in this respect. There is an epidemic of violence plaguing our youth across this country. Teens in the United States are twice as likely as adults to be victims of violent

crime. One in five high school students now carries a firearm, a knife, a club, or some other weapon to school every, single day.

The results of a recent national survey are startling. Thirty-seven percent of students said they do not feel safe in schools. Sixty-three percent said they would learn more if they felt safer. Nearly 3 million crimes occur on or near school grounds each and every year. One-quarter of major urban school districts are forced to rely on metal detectors. Firearm violence kills an American child every 3 hours. That is 25 children every 3 days die from firearm violence in the United States of American in 1993.

Today we are considering important legislation that I hope will begin to stem the tide of this violence. It is obviously not the whole answer, but it is a beginning.

The Safe Schools Act of 1993 is a critical first step in our efforts to combat violence in our schools. Secretary Riley and others at the Department of Education developed this initiative during the spring and brought it to the Congress in June of this year. I was pleased to introduce the legislation on behalf of the administration, with the cosponsorship of many of my colleagues, including Senator Jeffords, who is here today, Senator Kennedy, the chairman of the committee, Senator Kassebaum, and Senator Pell.

This measure will provide schools with much needed resources to address violence. Local education agencies that have seen a high incidence of violence will be eligible to apply for funding to undertake a wide range of activities, including conflict resolution training, social skills development, peer mediation and counseling, new curricula on preventing violence, safe zones of passage for students on their way to and from school, and after-school programs.

In addition, a local school district could use one-third of its funds for minor remodeling, metal detectors, and the hiring of security personnel. I hate to admit that we need to do that part, but obviously school districts need to deal with today's problems as they are. We hope these other ideas will stem the violence, but in the meantime, school districts are strapped.

New Haven, CT, spends \$700,000 every year just to keep schools safe. Imagine that \$700,000 in one city. Imagine what that money could be used for in books, recreational facilities, and a variety of other things. Yet, in New Haven, that much of taxpayer money locally is contributed just to keep the place safe for students trying to avoid the violence.

But to take part in this program, schools are going to have to pursue long-term solutions that address the root causes of violence. This isn't just a check we are writing out. In this way, the measure will provide schools with both the emergency assistance they need today and the help in crafting long-term solutions that they will need tomorrow.

But this measure is only the first of many steps that I believe we have got to take to adequately address the plague of youth violence in our society. The Safe Schools Act will make our children a bit safer but only within the confines of the school walls. Children also must be safe in playgrounds, in parks, in their neighborhoods, and unfortunately, even in their own homes. Today, violence plagues all of those places.



We must build on this effort with a stronger program to combat violence in the Elementary and Secondary Education Act, which this committee will be considering over the next several months. I introduced legislation last week, the Nonviolent Futures for Children Act, which I hope will contribute to that discussion.

That legislation asks members of the community to join with the schools in a partnership to address violence. It also establishes a program to encourage youth offenders and out-of-school youth to return to school and in effect buy back into the system.

We must also pursue legislation that provides real alternatives to kids after and before school. Too many children find themselves alone and with little to do when not in the classroom. Programs that enlist these children's creativity, energy and talent will provide our youth with positive alternatives to crime and violence.

We must also work with other community partners outside of the school to reach children. S. 561, legislation that I introduced earlier this year, will bring together child services professionals and police officers to respond together and immediately when violence involves children. By working with these young victims and witnesses of violence, we can assure that the impact of the violence is limited.

It is clear that there is no one answer to this complicated problem, but we must make a start. At stake is nothing less than the lives of our innocent children. I believe that the Safe Schools Act is an excellent beginning, but only that, just a beginning.

Today's hearings will help us to explore this issue further. Deputy Secretary of Education Madeleine Kunin is with us this afternoon to discuss the administration's initiative. Her testimony will be followed by two special witnesses, Ms. Jettie Tisdale, a principal in Bridgeport, CT, and Mia Robinson, a student from Washington, DC, both of whom have seen the direct impact of violence in our schools.

Our last panel will share with us expert testimony on national trends in youth violence and the success of several innovative programs in addressing this issue among our youth.

I appreciate again the participation of our witnesses and of my colleagues here this afternoon, and before taking the testimony of our distinguished first witness, let me turn to my colleague Senator Jeffords and then, Senator Kassebaum and Senator Hatch, and then we'll get right to you.

Senator Jeffords.

#### OPENING STATEMENT OF SENATOR JEFFORDS

Senator JEFFORDS. Thank you, Mr. Chairman.

I am pleased that you have called this hearing. My statement will be short, but hopefully to the point.

It is startling that we have to call together a hearing and introduce a bill on school violence. But unfortunately, violence has become a way of life. Most tragically, it has become the vantage point from which thousands of young people see and experience early life.

Newspaper article after newspaper article and TV report after TV report show how insidious this situation has become. Ironically,

death and tragedy define our youth's view of life and living. That in itself is a tragedy.

I know that my colleague from Connecticut and I are committed to finding ways to put an end to the tragedy. The first step is passage of the Safe Schools Act. This bill will help, but it is certainly not enough.

Providing \$75 million in grant money to school districts most troubled by high rates of crime, as this bill does, is good. But if this country is truly committed to putting an end to the rage of violence, death and destruction of our young people, it must commit a great deal more. Solving the problem after the violence has occurred is not enough. We must recognize that the crime occurs much earlier, and we are all accessories. Why? Because violence is learned by children; it is not innate.

It is learned by a child every day that he or she sits at home after school with no one to care for him and sees a crime occur. Violence is learned when a child drops out of school for lack of encouragement and takes to the streets instead. Violence is learned from watching television, which American children do more than any other violence from any other country.

The deadly combination of guns, gangs, drugs, poverty and hopelessness all add up to destruction and despair. To stop the violence, we must begin to finally understand that our children are our greatest investment, and they deserve to be treated as such. Until we invest the money and the effort to provide adequate before and after school care, challenging curricula, mentoring, apprenticeship training, nutrition, and positive role models, we will never stop this war being waged on our streets.

We have talked about making education a priority, but we haven't yet acted as though it is. Now is the time. The cold war has ended, and we must shift our priorities away from the military build-up to our youth build-up. I intend to offer, with the support of Senator Dodd, next week an amendment to the Labor/HHS and Education Appropriations bill that will do just that. It is high time we attack the root cause of so many of society's ills and establish the appropriate goals.

I applaud my colleague from Connecticut for his commitment to taking a step to bring this kind of violence and tragedy to an end. I look forward to working with him and to hearing from our distinguished witnesses and working also with the other members on this panel, who I know are as dedicated as we are.

Thank you, Mr. Chairman.

Senator DODD. Thank you very much.

Senator Simon.

#### OPENING STATEMENT OF SENATOR SIMON

Senator SIMON. Thank you, Mr. Chairman. I thank you for your leadership here.

We can't deal with the problems of violence in our schools in isolation. We have to recognize the societal factors here. I can't help but think as I was sitting and jotted down a note, when Michael Jordan's father was killed by two young men who went to the same school. What if, instead of investing so much money in more prisons, we had said when they were in the 2nd and 3rd grade—and

they knew in the 2nd and 3rd grade that those boys were having problems—what if they had said then, let's really do something to help these young people? It would have cost a few dollars, but it would have saved money in the long run.

And then we have to deal with the cultural factors. You mentioned the television violence, Senator Jeffords. Senator Dodd's father was the first member of the U.S. Senate to hold a hearing on television violence, warning that we had a problem in our society. We have to recognize that problem, and we have to deal with it in a way that does not involve Government censorship, but we have to deal with it. And the industry has to deal with it.

The gun problem—you can't expect schools to be free from violence when we proliferate weapons in our society as we do.

And finally, the problem of poverty. One of the things that happened last night when the President addressed us was I think a kind of a sea change, not just in terms of health care; but all of a sudden, Americans were having their better instincts appealed to, and we were talking about people who fall through the cracks in our society, and we recognized we all share in their fate. Their fate is our fate. That's one of the things we have to recognize in our society in this problem of poverty.

No other Western industrialized Nation has one out of five children living in poverty. That is not an act of God. It is a result of policy, and we have to change the policy.

Then, finally, I want to apologize to you, Mr. Chairman, and to your witnesses. We have Warren Christopher coming to another committee on which I serve; we have a few problems to iron out, and so I am going to have to be at the other committee very shortly.

Senator DODD. I think I know what committee that is. Would you tell them where I am?

Senator SIMON. Yes.

Senator DODD. And Senator Kassebaum and Senator Jeffords as well.

Senator SIMON. This is the immigration subcommittee.

Senator DODD. Oh, all right. Now I feel better. I thought I had missed something on my schedule.

Senator Kassebaum.

#### OPENING STATEMENT OF SENATOR KASSEBAUM

Senator KASSEBAUM. Thank you, Mr. Chairman.

I don't have a prepared statement, but I am here as is everybody else because we care a great deal about the effects of violence on education and our children. I thank you, Mr. Chairman, and I believe that you and Senator Jeffords have expressed very well exactly what this hearing is all about.

Thank you. I look forward to hearing the witnesses.

Senator DODD. Thank you.

My colleague from Utah.

#### OPENING STATEMENT OF SENATOR HATCH

Senator HATCH. Thank you, Mr. Chairman.

I want to applaud you, Senator Pell, and Senator Jeffords for holding this hearing. This is a really important issue, and I want to thank Governor Kunin for being here with us. I think it is very, very important to have your testimony.

Just recently, a special screening of the documentary, "Lives in Hazard" produced by Edward James Olmos, which is aimed at steering youth away from gang violence and drugs, was held over in the Capitol. The screening was jointly sponsored by the U.S. Senate Republican Conference Task Force on Hispanic Affairs, which I co-chair, the Senate Democratic Task Force on Hispanic Affairs, and the Congressional Hispanic Caucus. We joined together to bring about a greater awareness of the violence that is occurring each and every day in our schools and in our neighborhoods.

It is a sad thing, because children are killing children, and it is happening everywhere—in big and small cities across the Nation. It is no longer just a problem for large urban areas in Los Angeles and New York. We have gangs and drive-by shootings in Salt Lake City, UT; Wichita, KA; and Boulder, CO, just to mention three of many cities in our society.

Youth violence has reached epidemic proportions and is now considered a public health issue. It is our job to work to make our schools safe. We have to get rid of the guns, weapons and drugs in our schools. We have to allow teachers to teach. Schools are for education, so that our children might grow up to take their place in society as leaders, doctors, scientists, lawyers, or whatever they want to be that helps society.

The generation that stands before us should not be written off to fill the prisons, and we cannot afford to let our children, or our teachers and our neighborhoods, live in fear.

So this is an important hearing, and I want to thank those who are responsible for it. As ranking member on the Senate Judiciary Committee as well as a member of the education subcommittee, I do have a very deep interest in this issue, and I look forward to working with all concerned.

In the crime bill that Senator Biden will file today and also in the Dole-Hatch crime bill which has already been filed, we do have a section on gangs. We would like to improve on that section if we can, so I challenge everybody who is interested in this matter to listen to Governor Kunin today and also to give us your ideas on how we might be able to make our criminal code even better with regard to resolving problems pertaining to gangs.

So again, thank you, Mr. Chairman. I am privileged to be here. I will have to leave early, but I just wanted to come and at least let you know how much I support you.

Senator DODD. We thank you very much for coming by.

Governor Kunin, we are pleased that you are here. You hardly need an introduction to this committee or to others people who care about education, for your involvement as a Governor in those issues and your commitment to this question is well known. In fact, I should say that although normally, we try to do our hearings in the morning, Governor Kunin, who had a very busy schedule, said, "I want to be at this hearing so much; could you try and work out another time?" And we wanted to have you here, so as a result, we

are doing it this afternoon because you care so much about this issue.

We are pleased to have you here and welcome your testimony.

**STATEMENT OF HON. MADELEINE KUNIN, DEPUTY SECRETARY, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY WILLIAM MODZELESKI, DIRECTOR OF DRUG PLANNING AND OUTREACH STAFF**

Ms. KUNIN. Thank you very much, Mr. Chairman. I appreciate your having an afternoon hearing in that regard. I would also like to take the opportunity to introduce Bill Modzeleski to my left, who is the director of drug planning and outreach staff at the Department of Education and has really developed long-term expertise in this area.

Secretary Riley and I want to thank you very much for this opportunity to talk with you about how we can make our schools safe and drug-free and good places to learn. You, by your statement, as well as the members who have made their own statements, have indicated very clearly that you are equally concerned. I think we all realize that this is a very tough problem; that it really goes deep into what makes our society function. Senator Jeffords touched upon some of those dimensions.

But we also realize that there is a great urgency for some action, because the consequences are so grave and so disturbing. And this morning, the reason I was not able to testify was that I spoke in New York City to about 1,000 school volunteers, and when I told them I had to leave in order to testify on this bill, they cheered loudly, because they are very, very concerned. And in all the speeches that I have given since I have had this position, whenever I have mentioned the Safe Schools Act, there has been a great sigh of relief that we are in fact responding to this concern. Obviously, we have a large agenda at the Department of Education—we are talking about high standards, Goals 2000, school-to-work, reauthorizing the Elementary and Secondary Education Act—and we passionately believe in all of that; but we realize that if we don't simultaneously address the safety questions, we cannot really achieve those other goals, that they have to be on a parallel track.

I also think it is worthwhile noting that in the President's address on health care last night, which I think still leaves a powerful image in our minds and did rivet the American people, he also referred to the issue of violence. Violence exacts a terrible cost, both in terms of human life and even actual dollars and cents costs. We just checked with the George Washington Hospital here in Washington, DC., and 25 percent of their trauma cases are violence-related. So if we even looked at it purely in terms of containing health care costs, which is obviously on part of the problem, we realize that there is a profound connection between our ability to contain violence, to teach our children nonviolent methods of resolving their differences, we have to pay attention to this question even from that perspective.

Of course, you are holding these hearings at a very opportune time. Just as children have gone back to school, and the usual flurry of excitement about do I have the right shoes, the right dress, the right notebook, and parents have been worrying about how to

outfit their children for this exciting day, how to prepare them, and meet the teachers, they have an additional worry as they bring their children to school in this season, and that is will their children be safe. And I am sure you are hearing that from your constituents. It is not only safety in the streets, it is safety in the homes, safety in the streets, safety in the school.

We realize that the question of violence doesn't either begin or end at the schoolhouse door, that we must look at this in a very comprehensive way.

We also note, as Senator Kassebaum and Senator Hatch have noted, that we can no longer think of this as simply an urban problem. It is a rural problem, a suburban problem, as well as an urban problem.

If we only become regular readers of The Washington Post, we realize how these incidents of violence have begun to dominate the news and thereby people's lives. In Fairfax County, VA this September, a 14-year-old student was charged with carrying a concealed weapon at Annandale High School. In Washington, DC., with all the excitement of the opening of school, a 14-year-old District youth was held on charges that he and another young male allegedly fired 15 shots outside Shaw Junior High School as classes ended.

Now, you can just imagine how those children felt when they had to run for cover and felt that sense of panic.

I first became interested in the issue about a month after I arrived in Washington and read in the newspaper about a shooting at Turner Elementary School, and on the front page of The Washington Post, there was a picture of the principal comforting a kindergarten child. Now, that should not happen in this country anywhere, that even little children, needless to say it shouldn't happen to high school children, live in that kind of fear.

But the same kinds of headlines can be found in Florida, in Los Angeles, where a 15-year-old was a bystander to an argument and was shot. Dallas, TX has had these kinds of incidents. And if we don't understand the depth and breadth and really disturbing aspects of this problem, we only need to read the surveys that are taken. A recent survey of teens found that overall, 37 percent of students don't feel they are safe in school, and that is double the number found in a similar survey in USA Today Weekend in 1989. So it is accelerating. It was bad then, it is worse now. Children ask to be moved to different schools, and they worry about their own safety.

They also said that 59 of students surveyed nationwide said guns were easily obtainable. So clearly the accessibility of guns is a major part of the problem, and that has to be addressed here as well.

There are more fights in schools, more gangs. The Department of Education held a conference in July with the Justice Department and Health and Human Services on the question of youth violence. And in addition to the expertise we heard—and you will be hearing from some of these individuals on your panels—we also listened to the kids. And I am glad you are having a student as a witness today, because I think that is the most powerful and poignant kind of information.

We heard from a couple of gang members, not only about what life is like in the gang, but how hard it is to get out of the gang, and that the sense of insecurity, the need for larger community support for those young people who do not want to choose this life, but feel themselves holding to it by their peers, gives us pause.

But I think what left me most moved was simply the sense that children have to worry about these things to that extent. There was one young man who was at the conference the first day, and the second day, he came back and said he really enjoyed the conference, but the night before, he was hungry and got on his bike and decided to go to McDonald's in his neighborhood in Washington, DC. On the way, he saw some gang members approaching him, thought, "Those dudes mean trouble," and tried to get out of their way, and heard gunfire over his head and ducked and pedalled as fast as he could to McDonald's. That is the daily life of a lot of our young people, and I think that is the most powerful imperative as to why we should change it.

Now, what can we do as the Government, as the Department of Education, as an administration? We certainly can't sit idly by. I believe we do have to form the kind of partnership with States, with communities, and show them new ways, help them to develop new ways to deal with this very pervasive problem.

The leadership role that we can exercise will be partly made possible through the Safe Schools Act. I also think it reminds us that this is not inevitable; that we can in fact teach nonviolent ways of dealing with conflict; that just as violence is learned, nonviolence can also be learned, and there are studies to indicate that that happens, especially at an early age.

So we have to develop the programs and the policies, showcase the programs that do work, so that communities can learn from one another and emulate each other's best cases.

As you no doubt know, the Safe Schools Act would provide the first 2 years \$175 million in grants targeted at those schools that have indicated the worst statistics, unfortunately, in terms of violence. The grants would be up to \$3 million per year, would be awarded for a maximum of 2 years. There would be considerable flexibility in prevention activities in terms of collecting data, in terms of planning, in terms of community involvement. There would be a limitation of one-third of the funding to be used for security purposes, such as metal detectors, with the intent behind that quite clearly being that metal detectors are a stopgap solution, sometimes necessary, but they are far from the entire solution, and that we have to engage the entire community in violence prevention and violence reduction, and we have to teach our children alternative ways.

I am sure you are familiar with the details of that Act, but if there are further questions, I would be happy to respond to them in any questions that may follow my testimony.

In addition to the Safe Schools Act, the Department is recommending that as part of the reauthorization of the Elementary and Secondary Education Act, which the Secretary testified on this morning, the Drug-Free Schools and Communities Act be expanded to permit States and local education agencies to use their funds for both drugs and violence prevention activities. The logic behind that



is quite clear. You really cannot separate the two; they often go hand-in-hand. And one of the hallmarks of the new administration is to provide flexibility and then require accountability. We hope that this will take place.

In addition, there are a few other activities that you may wish to know about. I mentioned the conference that we had. That was also televised. Janet Reno and Donna Shalala participated. We also had individuals who ran successful programs participate, and we beamed that out across the country. We hope to be able to do that again, those kinds of town meetings, because I think people are urgently looking for solutions; they urgently want to air their anxieties, and these forms provide both real help and real assurance that something can happen.

We also, in cooperation with the Justice Department, have funded Safe Havens in 20 cities which provide activities. Violence, as Senator Jeffords said, doesn't just happen. Sometimes, kids have nothing to do, so they roam the streets, and they get in with other violence-prone children, and therefore it expands. But if you provide opportunities for recreation and for other activities, they can be safe.

We also, with the Department of Justice, support the National School Safety Center in Los Angeles. That is currently the only nonprofit organization that provides training and technical assistance to schools.

We are also working with other agencies, and the administration has put together an informal working group with Health and Human Services, with Peter Edelman and Phil Heymann from the Justice Department and myself. We see this as the beginning of a larger dialogue to rally look at violence in a cross-cutting way. And one of the results of our conference was that the community people that attended it said it would be great if what happened at this conference could happen in the administration, that we didn't have to go from categorical program to categorical program, but that we could have a united front. And then we tossed it back to them and said that also should happen at the community level, that schools and police officers and parents and community members work together.

I think that is the healthiest and most effective approach. We are also looking at working more closely with the Centers for Disease Control. As you already know, I am sure, homicide is the leading cause of death for young men in the age group of 18 to 24 and ten times that rate for African American young men—a very shocking statistic indeed.

But in conclusion, we realize that there are no simple answers, but simply because there are no simple answers doesn't mean we should be paralyzed by this situation. We must take action. And the Safe Schools Act that you have introduced, Senator Dodd, I think is a very important first step. It is really the first time the Federal Government has said we are going to work with you at the community level to help you solve the problem that we realize is impeding our children's ability to learn in a safe environment.

I believe that our shared commitment, with a lot of determination, a lot of optimism and a lot of careful planning, we can still provide the dream that we have always envisioned for our stu-



dents—that they can grow up safely, they can learn, and they can be anything they want to be when they grow up.

Thank you.

[The prepared statement of Ms. Kunin follows:]

PREPARED STATEMENT OF MADELEINE M. KUNIN

GOOD AFTERNOON. MR. CHAIRMAN, AND MEMBERS OF THE SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES, SECRETARY RILEY AND I WANT TO THANK YOU FOR THE OPPORTUNITY TO TALK WITH YOU ABOUT HOW WE CAN WORK TOGETHER TO MAKE OUR SCHOOLS "SAFE, DISCIPLINED, AND DRUG-FREE."

THIS HEARING COMES AT A VERY OPPORTUNE TIME--THE BEGINNING OF A NEW SCHOOL YEAR. A TIME WHEN MILLIONS OF CHILDREN GO OFF TO SCHOOL, MANY FOR THE FIRST TIME, WITH HIGH EXPECTATION AND A GREAT SENSE OF EXCITEMENT. A TIME WHEN MILLIONS OF PARENTS TRADITIONALLY TURN THEIR MINDS TO PREPARING THEIR CHILDREN FOR THE OPENING OF SCHOOL--SHOPPING FOR CLOTHES, SHOES, AND NOTEBOOKS, AND OFTEN SACRIFICING TO ENSURE THAT THEIR CHILDREN HAVE WHAT THEY NEED. AND, IT IS A TIME WHEN TEACHERS AND ADMINISTRATORS ANXIOUSLY AWAIT THE ARRIVAL OF A NEW CLASS OF STUDENTS, KNOWING THAT EDUCATION HOLDS THE KEY TO OPPORTUNITY AND SUCCESS FOR OUR CHILDREN.

THE BEGINNING OF EVERY SCHOOL YEAR ALSO BRINGS THE EXPECTATION--OF STUDENTS, PARENTS, TEACHERS, ADMINISTRATORS, AND CITIZENS--THAT EVERY STUDENT WILL BE ABLE TO ATTEND A SCHOOL WHERE HE OR SHE WILL GROW SOCIALLY AND INTELLECTUALLY, WHILE LEARNING THE SKILLS NECESSARY TO SUCCEED IN OUR SOCIETY.

BUT, THESE DAYS THINGS ARE DIFFERENT. OUR CHILDREN AND PARENTS ARE INCREASINGLY WORRIED ABOUT SAFETY. THE OPENING OF SCHOOL SIGNALS NOT ONLY THE TRADITIONAL START OF THE FORMAL LEARNING CYCLE, FOR MANY IT ALSO REPRESENTS THE START OF THE WORRYING CYCLE: WORRYING NOT ONLY ABOUT WHETHER A CHILD IS GOING TO DO WELL IN SCHOOL, BUT ALSO WHETHER A CHILD WILL GET TO SCHOOL AND

RETURN HOME WITHOUT BEING THREATENED, ASSAULTED, OR EVEN KILLED; WORRYING ABOUT WHETHER THE NEXT PHONE CALL WILL BE FROM THE SCHOOL, THE POLICE, OR THE EMERGENCY ROOM.

AND PARENTS--BE THEY FROM URBAN, SUBURBAN, OR RURAL AREAS, AFFLUENT OR POOR--HAVE EVERY RIGHT TO BE WORRIED, FOR THE FACT IS THAT MANY OF OUR SCHOOLS ARE DISRUPTIVE AND VIOLENT ACTS DO OCCUR.

IN MANY OF OUR SCHOOLS GANG ACTIVITY, VANDALISM, THEFT, SEXUAL HARASSMENT, AND ASSAULT HAVE BECOME COMMONPLACE. WEAPONS ARE COMMONPLACE, TOO, INCLUDING GUNS. IT IS CLEAR THAT EDUCATION AND VIOLENCE DO NOT MIX, THAT WE CANNOT ASK PARENTS TO ACCEPT VIOLENCE AS AN EVERYDAY HAZARD OF SENDING THEIR CHILD TO SCHOOL.

LET ME GIVE YOU A FEW EXAMPLES OF INCIDENTS THAT HAVE ALREADY OCCURRED:

O NEW SALEM, PA (SEPTEMBER 1993): AN 11-YEAR OLD GIRL WAS ABDUCTED FROM A SCHOOL BUS STOP AT KNIFE POINT AND TIED TO A TREE WHERE SHE STAYED FOR MORE THAN TWO DAYS UNTIL SHE WAS ABLE TO FREE HERSELF. THE CHILD THEN WALKED FIVE MILES AND HID IN THE WEEDS OVERNIGHT BEFORE MAKING IT TO A TRAILER HOME AND CALLING HER MOTHER.

O WASHINGTON, D.C. (SEPTEMBER 1993): A 14-YEAR OLD DISTRICT YOUTH WAS HELD ON CHARGES THAT HE AND ANOTHER YOUNG MALE ALLEGEDLY FIRED AT LEAST 15 SHOTS OUTSIDE SHAW JUNIOR HIGH SCHOOL AS CLASSES ENDED. NO ONE WAS INJURED, BUT ON THE SECOND DAY OF CLASSES THE INCIDENT HAD STUDENTS RUNNING FOR COVER.

O ATLANTA, GEORGIA (SEPTEMBER 1993): A NINTH-GRADE STUDENT AT ATLANTA'S HARPER HIGH SCHOOL DIED AFTER BEING SHOT IN A

CROWDED LUNCHROOM BY ANOTHER STUDENT WITH WHOM HE HAD BEEN FEUDING FOR MONTHS. ANOTHER 10TH-GRADER WAS WOUNDED IN THE SHOOTING.

O LOS ANGELES, CALIFORNIA (SEPTEMBER 1993): A 15-YEAR OLD BOY, AN INNOCENT BYSTANDER TO AN ARGUMENT, WAS SHOT AND CRITICALLY WOUNDED AT DORSEY HIGH SCHOOL WHEN AN ARGUMENT BROKE OUT BETWEEN THREE YOUTHS AND ANOTHER YOUTH.

O DALLAS, TEXAS (SEPTEMBER 1993): A 15-YEAR OLD STUDENT WAS FATALLY SHOT BY A FELLOW STUDENT IN A CROWDED HALLWAY AT ROOSEVELT HIGH SCHOOL. THE STUDENT WAS SHOT AT POINT BLANK RANGE IN WHAT POLICE CALLED A CONTINUING DISPUTE. A 16-YEAR OLD YOUTH WAS ARRESTED FOR THE KILLING.

IF PRIOR YEARS ARE ANY INDICATION OF WHAT WE CAN EXPECT IN THIS SCHOOL YEAR, INCIDENTS SUCH AS THESE ARE LIKELY TO RECUR UNLESS WE TAKE SOME IMMEDIATE ACTION. IF WE FAIL TO TAKE ACTION WE CAN EXPECT TO SEE:

O STUDENTS RELUCTANT TO GO SCHOOL OR TRANSFERRING SCHOOLS BECAUSE OF FEAR OF VIOLENCE.

A RECENT SURVEY FOUND THAT OVERALL 37 PERCENT OF STUDENTS DON'T FEEL SAFE IN SCHOOL. THIS IS DOUBLE THE NUMBER FOUND IN A SIMILAR SURVEY CONDUCTED IN 1989. THE SURVEY ALSO FOUND THAT 50 PERCENT OF STUDENTS KNOW SOMEONE WHO SWITCHED SCHOOLS TO FEEL SAFER; 43 PERCENT OF PUBLIC SCHOOL STUDENTS AVOID SCHOOL RESTROOMS; 20 PERCENT AVOID HALLWAYS; AND 45 PERCENT AVOID THE SCHOOL GROUNDS. (USA TODAY WEEKEND AUGUST 13-15, 1993).

O WEAPONS BEING TAKEN FROM STUDENTS, SOME AS YOUNG AS 7 AND 8 YEARS OLD.

ANOTHER SURVEY FOUND THAT 59 PERCENT OF THE STUDENTS SURVEYED NATIONWIDE SAID GUNS WERE EASILY OBTAINABLE, WHILE 35 PERCENT SAID IT WOULD TAKE THEM LESS THAN 60 MINUTES TO GET ONE. THE SURVEY ALSO FOUND THAT MORE THAN ONE IN FIVE (22 PERCENT) STUDENTS CLAIMED THEY CARRIED A WEAPON TO SCHOOL DURING THE LAST SCHOOL YEAR (SURVEY CONDUCTED BY THE LOUIS HARRIS CORPORATION, PREPARED FOR THE HARVARD SCHOOL OF PUBLIC HEALTH, JULY 1993). THESE FINDINGS ARE CONSISTENT WITH THE FINDINGS OF THE CENTERS FOR DISEASE CONTROL AND PREVENTION (CDC) WHICH REPORTED THAT NEARLY 20 PERCENT OF ALL STUDENTS IN GRADES 9-12 SAID THEY HAD CARRIED A WEAPON AT LEAST ONCE DURING THE 30 DAYS PRECEDING THE SURVEY. MALE STUDENTS (31.5 PERCENT) WERE MUCH MORE LIKELY THAN FEMALE STUDENTS (8.1 PERCENT) TO REPORT HAVING CARRIED A WEAPON (CDC'S 1990-1991 YOUTH RISK BEHAVIOR SURVEILLANCE SYSTEM).

#### O FIGHTS

NEARLY 8 PERCENT OF ALL STUDENTS IN GRADES 9-12 REPORTED THAT DURING THE 30 DAYS PRECEDING THE SURVEY THEY HAD BEEN IN AT LEAST ONE PHYSICAL FIGHT, THOUGH NOT ALWAYS AT SCHOOL, THAT RESULTED IN AN INJURY REQUIRING TREATMENT BY A DOCTOR OR NURSE (CDC'S 1990-1991 YOUTH RISK BEHAVIOR SURVEILLANCE SYSTEM).

#### O GANGS

FIFTEEN PERCENT OF THE STUDENTS SAID THEIR SCHOOL HAD GANGS (DEPARTMENT OF JUSTICE, BUREAU OF JUSTICE STATISTICS).

#### O STUDENTS INJURED AND SEXUALLY ASSAULTED.

NEARLY 3 MILLION THEFTS AND VIOLENT CRIMES OCCUR ON OR NEAR SCHOOL CAMPUSES EVERY YEAR. THIS EQUATES TO ALMOST 16,000 INCIDENTS PER SCHOOL DAY, OR ONE EVERY SIX SECONDS. 1.9 MILLION OF THESE INCIDENTS ARE CONSIDERED VIOLENT CRIMES, AND THEY INCLUDE RAPE, ROBBERY, ASSAULT, AND MURDER

(DEPARTMENT OF JUSTICE, BUREAU OF JUSTICE STATISTICS).

O TEACHERS BEING ASSAULTED

NEARLY ONE OUT OF FIVE PUBLIC SCHOOL TEACHERS REPORTED BEING VERBALLY ABUSED BY STUDENTS IN THE 30 DAYS BEFORE THE SURVEY, EIGHT PERCENT REPORTED BEING PHYSICALLY THREATENED, AND TWO PERCENT REPORTED BEING PHYSICALLY ASSAULTED DURING THE YEAR (DEPARTMENT OF EDUCATION, FAST RESPONSE SURVEY).

O MORE STUDENTS KILLED

ALTHOUGH NATIONAL RECORDS ARE NOT KEPT, DATA FROM THE NATIONAL SCHOOL SAFETY CENTER INDICATE THAT APPROXIMATELY 30 PERSONS WERE KILLED IN SCHOOLS, ON THEIR WAY TO SCHOOLS, OR ON SCHOOL PROPERTY DURING THE LAST SCHOOL YEAR.

I CAN GO ON AND PROVIDE YOU WITH MANY MORE STATISTICS AND STORIES RELATED TO VIOLENCE IN OUR SCHOOLS. I WANT, HOWEVER, TO DIRECT MY REMARKS NOT TO THE NEGATIVE ASPECTS OF VIOLENCE AND WHAT IS OCCURRING IN SOME OF OUR SCHOOLS, BUT ON OUR BELIEFS AND OUR EXPECTATIONS FOR SCHOOLS. WE BELIEVE THAT:

O VIOLENCE IS NOT AN EVERYDAY OCCURRENCE IN MOST OF OUR SCHOOLS.

O WE CAN PROVIDE OUR CHILDREN WITH THE SKILLS NECESSARY TO COPE WITH CONFLICT, IN THE SCHOOL OR COMMUNITY, IN A NON-VIOLENT MANNER.

O WITH HARD WORK, OUTREACH TO THE COMMUNITY, APPROPRIATE TRAINING, AND PROVISION OF NEEDED RESOURCES WE CAN CHANGE THE ENVIRONMENT IN WHICH CHILDREN LEARN. WE CAN CREATE AN ENVIRONMENT THAT IS FREE OF DRUGS, FREE OF DISRUPTIVE BEHAVIOR, AND FREE OF VIOLENCE.

CREATING SUCH AN ENVIRONMENT WILL REQUIRE A NEW PARTNERSHIP BETWEEN THE FEDERAL GOVERNMENT AND OUR NATION'S SCHOOLS AND BETWEEN THE SCHOOLS AND THE COMMUNITIES IN WHICH THEY ARE LOCATED. AS WE HEARD REPEATEDLY AT THE RECENT VIOLENCE PREVENTION FORUM SPONSORED BY THE DEPARTMENTS OF EDUCATION, JUSTICE, HOUSING AND URBAN DEVELOPMENT, AND HEALTH AND HUMAN SERVICES, AND AS STATED IN THE RECENT REPORT OF THE AMERICAN PSYCHOLOGICAL ASSOCIATION'S COMMISSION ON VIOLENCE AND YOUTH, WE CAN CHANGE MANY OF THE FACTORS, BOTH INDIVIDUAL AND SOCIAL, THAT CONTRIBUTE TO AN INDIVIDUAL'S INVOLVEMENT IN VIOLENT ACTS. WE CAN INTERVENE EFFECTIVELY IN THE LIVES OF YOUNG PEOPLE TO REDUCE AND PREVENT THEIR INVOLVEMENT IN VIOLENCE, IF EVERYONE JOINS TOGETHER ON BEHALF OF OUR CHILDREN. EVERY SEGMENT OF THE COMMUNITY--SCHOOLS, LAW ENFORCEMENT, SOCIAL SERVICES, BUSINESSES, CLERGY, PARENTS, AND STUDENTS--HAS A ROLE TO PLAY.

THE DEPARTMENT OF EDUCATION HAS A VITAL LEADERSHIP ROLE TO PLAY AS DO OTHER FEDERAL AGENCIES, STATE AND LOCAL EDUCATIONAL AGENCIES, STATE AND LOCAL HEALTH AGENCIES, AND INTEREST GROUPS. TOGETHER WE MUST WORK TO DEVELOP PROGRAMS, POLICIES, AND PRACTICES THAT ADDRESS THOSE RISK FACTORS THAT BRING PLACE OUR YOUTH IN JEOPARDY OF BECOMING INVOLVED IN VIOLENT BEHAVIOR. TO ACCOMPLISH THIS ROLE WE FEEL IT IS ESSENTIAL TO PROVIDE ADEQUATE RESOURCES TO STATE AND LOCAL EDUCATION AGENCIES AND TO WORK COOPERATIVELY WITH OUR COLLEAGUES IN OTHER FEDERAL AGENCIES TO ENSURE THAT COMPREHENSIVE VIOLENCE PREVENTION PROGRAMS ARE DEVELOPED.

THE DEPARTMENT OF EDUCATION IS TAKING SEVERAL STEPS IN THIS DIRECTION. FIRST, WE HAVE DEVELOPED AND SUBMITTED THE SAFE SCHOOLS ACT OF 1993 FOR YOUR CONSIDERATION. THE SAFE SCHOOLS ACT WAS DEVELOPED AND INTRODUCED AS A SEPARATE PIECE OF LEGISLATION, APART FROM THE ELEMENTARY AND SECONDARY EDUCATION ACT, BECAUSE WE WANT TO ENSURE THAT SCHOOLS HAVE ACCESS TO SOME RESOURCES IN THIS

CURRENT SCHOOL YEAR. AS YOU CAN SEE, MANY SCHOOLS HAVE PROBLEMS WITH VIOLENCE NOW: THEY CANNOT WAIT UNTIL THE NEXT SCHOOL YEAR.

I WOULD ALSO LIKE TO NOTE THAT WHILE WE HAVE INITIALLY INTRODUCED THE SAFE SCHOOLS ACT AS A SEPARATE PIECE OF LEGISLATION IT IS CLEARLY OUR INTENT TO MERGE THE SAFE SCHOOLS ACT WITH THE DRUG FREE SCHOOLS AND COMMUNITY ACT DURING THE REAUTHORIZATION OF THE DRUG FREE SCHOOLS ACT (DURING REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT).

THE PROPOSED NEW LEGISLATION, THE SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT, WOULD BE EXPANDED TO PERMIT STATE AND LOCAL EDUCATIONAL AGENCIES TO USE THEIR FUNDS FOR BOTH DRUG AND VIOLENCE PREVENTION ACTIVITIES IN ORDER TO ENSURE THAT BY THE YEAR 2000 ALL SCHOOLS ARE SAFE, DISCIPLINED, AND DRUG FREE. BY MERGING THE TWO PIECES OF LEGISLATION WE CAN ADDRESS THE MULTIPLE AND OFTEN DUPLICATIVE RISK FACTORS THAT DRAW STUDENTS TO ALCOHOL AND DRUG USE AND VIOLENT BEHAVIOR, WHILE AT THE SAME TIME REDUCING THE BURDEN ON STATE AND LOCAL EDUCATION AGENCIES TO COMPLY WITH TWO SETS OF GUIDELINES.

THE SAFE SCHOOLS ACT WOULD AUTHORIZE A TOTAL OF \$175 MILLION FOR GRANTS IN FISCAL YEARS 1994 AND 1995. 95 PERCENT OF THE MONEY WOULD GO WHERE IT IS NEEDED MOST URGENTLY--TO LOCAL EDUCATIONAL AGENCIES WITH THE MOST SERIOUS CRIME, VIOLENCE, AND DISCIPLINE PROBLEMS, AS INDICATED BY SUCH FACTORS AS HIGH RATES OF EXPULSIONS FROM SCHOOLS, REFERRALS TO ALTERNATIVE SCHOOLS, AND YOUTH UNDER THE SUPERVISION OF THE COURTS.

TO RECEIVE FUNDS UNDER OUR PROPOSAL, SCHOOL DISTRICTS WOULD BE REQUIRED TO: SUBMIT AN APPLICATION THAT INCLUDES AN ASSESSMENT OF THE CURRENT VIOLENCE AND CRIME PROBLEMS IN ITS SCHOOLS; HAVE WRITTEN POLICIES REGARDING SCHOOL SAFETY, STUDENT DISCIPLINE, AND APPROPRIATE HANDLING OF VIOLENT OR DISRUPTIVE ACTS; AND HAVE A

PLAN TO ESTABLISH A SCHOOL-LEVEL ADVISORY COMMITTEE TO ASSESS PROBLEMS AND DESIGN PROGRAMS. IN ORDER TO RECEIVE SECOND-YEAR FUNDING, THE SCHOOL DISTRICT WOULD BE REQUIRED TO SUBMIT A COMPREHENSIVE, LONG-TERM, SCHOOL SAFETY PLAN FOR COMBATTING AND PREVENTING SCHOOL VIOLENCE AND DISCIPLINE PROBLEMS.

GRANTS WOULD BE FOR UP TO \$3 MILLION PER YEAR AND WOULD BE AWARDED FOR A MAXIMUM OF TWO YEARS. RECOGNIZING THAT SCHOOLS HAVE VARYING NEEDS AND VARYING RESOURCES TO ADDRESS THOSE NEEDS, WE HAVE CONSTRUCTED THE PROGRAM TO GIVE THE GRANTEEES A CONSIDERABLE AMOUNT OF FLEXIBILITY. GRANTEEES WOULD BE ABLE TO CONDUCT A VARIETY OF VIOLENCE PREVENTION ACTIVITIES; FOR EXAMPLE, RECIPIENTS COULD USE THEIR FUNDS TO:

- CONDUCT SURVEYS TO MEASURE SCHOOL VIOLENCE AND DISCIPLINE PROBLEMS;
- CONDUCT REVIEWS OF SCHOOL SAFETY OR VIOLENCE PREVENTION PROGRAMS, POLICIES, PRACTICES, AND FACILITIES TO ENSURE THEY ARE CONSISTENT WITH COMMUNITY NORMS AND RESEARCH FINDINGS;
- PLAN LONG-TERM STRATEGIES FOR COORDINATING SCHOOL PROGRAMS WITH LAW ENFORCEMENT, HEALTH, AND SOCIAL SERVICE AGENCIES;
- CONDUCT COMMUNITY OUTREACH AND EDUCATION PROGRAMS; AND
- DEVELOP AND IMPLEMENT VIOLENCE PREVENTION ACTIVITIES SUCH AS CONFLICT RESOLUTION AND PEER MEDIATION.

IT SHOULD BE NOTED THAT CONFLICT RESOLUTION AND PEER MEDIATION PROGRAMS WHICH ARE OPERATING IN MANY SCHOOL DISTRICTS THROUGHOUT THE COUNTRY, HAVE SHOWN CONSIDERABLE PROMISE OF REDUCING VIOLENT BEHAVIORS AND WE ENCOURAGE SCHOOLS TO EXAMINE HOW THESE PROGRAMS CAN OPERATE IN THEIR DISTRICTS.

OUR PROPOSAL EMPHASIZES COMMUNITY-WIDE ACTIVITIES BECAUSE WE KNOW THAT VIOLENCE DOES NOT STOP OR START AT THE SCHOOLHOUSE DOOR. CONFRONTING VIOLENCE IN THE HOME, THE MEDIA, THE STREET, AND THE COMMUNITY IS ESSENTIAL TO PREVENTING VIOLENCE IN THE SCHOOL. TO



ENCOURAGE SCHOOLS TO USE A VARIETY OF MEANS TO ADDRESS VIOLENCE, THE BILL WOULD LIMIT COSTS FOR REMODELING FACILITIES, PURCHASING OR INSTALLING METAL DETECTORS, OR HIRING SECURITY PERSONNEL TO NO MORE THAN ONE-THIRD OF THE GRANT.

THE BILL ALSO RESERVES 5 PERCENT OF THE FUNDS APPROPRIATED FOR EACH FISCAL YEAR FOR THE DEPARTMENT OF EDUCATION TO CONDUCT NEEDED RESEARCH AND PUBLIC AWARENESS PROGRAMS, AND PROVIDE TRAINING AND TECHNICAL ASSISTANCE.

IN ADDITION TO THESE TWO LEGISLATIVE INITIATIVES, OTHER ACTIVITIES ARE CURRENTLY UNDERWAY IN THE DEPARTMENT.

O THE DEPARTMENT CO-SPONSORED A FORUM ON VIOLENCE PREVENTION IN CONJUNCTION WITH THE DEPARTMENTS OF JUSTICE, HOUSING AND URBAN DEVELOPMENT AND HEALTH AND HUMAN SERVICES, AS WELL AS THE NATIONAL SCHOOL SAFETY CENTER. THE FORUM, "SAFEGUARDING OUR YOUTH: VIOLENCE PREVENTION FOR OUR NATION'S CHILDREN," WAS DESIGNED TO BRING TOGETHER A DIVERSE GROUP OF REPRESENTATIVES OF COMMUNITY ORGANIZATIONS TO IDENTIFY PROMISING YOUTH VIOLENCE PREVENTION STRATEGIES AND PROGRAMS. AN INTEGRAL PART OF THE FORUM WAS SECRETARY RILEY'S TOWN HALL MEETING ON VIOLENCE PREVENTION. THE TOWN HALL MEETING, WHICH REACHED 2,000 COMMUNITIES ACROSS THE NATION, INCLUDED THE ATTORNEY GENERAL, THE SECRETARY OF HEALTH AND HUMAN SERVICES, AND THE DIRECTOR OF THE OFFICE OF NATIONAL DRUG CONTROL POLICY. THIS WAS THE FIRST TIME FOUR EXECUTIVE BRANCH AGENCIES JOINED FORCES TO DISCUSS VIOLENCE PREVENTION. IT IS IMPORTANT TO NOTE THAT AFTER TWO DAYS OF MEETINGS THE GROUP CAME TO AGREEMENT ON THESE KEY POINTS:

--THAT VIOLENCE IS A COMPLEX ISSUE THAT OFFERS NO SIMPLE SOLUTIONS. NO ONE PROGRAM OR STRATEGY IS GOING TO END VIOLENCE.

--THAT PREVENTION EFFORTS CAN BE EFFECTIVE PROVIDED THEY INVOLVE THE ENTIRE COMMUNITY AND ADDRESS A VARIETY OF "RISK FACTORS" THAT LEAD YOUTH INTO RISKY AND OFTEN VIOLENT BEHAVIORS.

IT IS ALSO IMPORTANT TO NOTE THAT BOTH THE SAFE SCHOOLS ACT AND THE SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT PROPOSALS ARE BUILT UPON THESE PREMISES.

THE DEPARTMENT OF EDUCATION HAS TRANSFERRED FUNDS TO THE DEPARTMENT OF JUSTICE FOR THE DEVELOPMENT OF SAFE HAVENS IN 20 CITIES. THESE FUNDS, TOGETHER WITH FUNDS FROM THE DEPARTMENTS OF HOUSING AND URBAN DEVELOPMENT AND JUSTICE, ARE BEING USED TO KEEP SCHOOLS AND OTHER COMMUNITY FACILITIES OPEN AFTER SCHOOL HOURS. THESE LOCATIONS ARE KNOWN AS "SAFE HAVENS" BECAUSE THEY PROVIDE YOUTH WITH A SAFE AND SECURE PLACE TO STAY WHEN THEY ARE NOT IN SCHOOL. THE SAFE HAVENS PROVIDE A VARIETY OF ACTIVITIES INCLUDING TUTORING, HOMEWORK ASSISTANCE, RECREATIONAL OPPORTUNITIES--WHICH MAY INCLUDE THINGS SUCH AS BASKETBALL, DANCE, SWIMMING, AND ARTS AND CRAFTS--AND HEALTH SERVICES.

O IN COOPERATION WITH THE DEPARTMENT OF JUSTICE, WE SUPPORT THE NATIONAL SCHOOL SAFETY CENTER. THE CENTER, LOCATED IN LOS ANGELES COUNTY, IS CURRENTLY THE ONLY NON-PROFIT ORGANIZATION IN THE COUNTRY THAT PROVIDES TRAINING AND TECHNICAL ASSISTANCE TO SCHOOLS IN CRIME AND VIOLENCE PREVENTION.

IN CONCLUSION, MR. CHAIRMAN, LET ME STATE THAT WE RECOGNIZE THAT MUCH MORE NEEDS TO BE DONE TO ENSURE THAT OUR CHILDREN ATTEND SCHOOL IN A SAFE, SECURE ENVIRONMENT FREE FROM VIOLENCE AND THE FEAR OF VIOLENCE. PASSAGE OF THE SAFE SCHOOLS ACT IS A FIRST STEP, BUT IT IS NOT THE ONLY STEP. WE LOOK FORWARD TO WORKING

CLOSELY WITH YOU AND THE COMMITTEE TO SHAPE FEDERAL POLICIES THAT SUPPORT THE GROWTH OF HEALTHIER, SAFER, AND BETTER-EDUCATED CHILDREN. TOGETHER WE CAN CREATE AN ENVIRONMENT THAT MAKES IT POSSIBLE FOR OUR CHILDREN TO GROW AND LEARN SO THAT THEIR DREAMS AND THE EXPECTATIONS OF THEIR PARENTS ARE FULFILLED. THANK YOU FOR GIVING ME THE OPPORTUNITY TO EXPRESS THE COMMITMENT OF THE DEPARTMENT OF EDUCATION TO THIS IMPORTANT ENDEAVOR.

Senator DODD. Excellent testimony. Thank you very, very much. I'm going to just ask a couple of very quick questions. I'll pull them together and give you a chance to respond to them, and then move to my colleagues very quickly.

You mentioned, and I think it is critically important, a sort of united front approach to this issue. In fact, I mentioned in my opening statement a bill I have introduced that works to bring the community together. It always strikes me as ironic that the very people in the community who are both committed to the same constituency, often end up in an adversarial relationship, to put it mildly in some cases, and trying to get them together can be a full time job. I am speaking specifically of the welfare worker and the police officer. In fact, why they chose the respective profession sometimes has a lot to do with different points of view, and yet both are deeply committed to trying to keep these kids and families safe.

We have seen wonderful examples of how some leadership in a community can make a difference in bringing those constituencies together. I speak specifically of New Haven again, where I mentioned I walked to school with a bunch of kids the other day. A lot of credit goes to Nick Pastore, the chief of police in that community, for working on that very concept. My legislation would promote more of that idea.

But I am just curious—we always hear about these interagency groups and task forces. I have often thought this could be a new form of death, death by interagency task force. The idea sounds so logical, because we've got everybody together; yet, once they get started I don't know if you're going to do much else in your life but go to interagency task force meetings if we keep this up.

So maybe you could take us a bit beyond the fact that people are kind of getting together. In the allocation of funds in this bill you mentioned 30 percent is committed in effect to personnel and hardware. You've got limited budgets. To what extent is the Department of Justice maybe willing to have that 30 percent come out of their funds rather than squeeze education dollars for something that is really a police function in a sense and unfortunately has become that.

As I mentioned, the Department of Education in New Haven funds \$700,000 a year for metal detectors and officers in schools; that's almost \$1 million in that one city for this. Yet that comes out of an education budget.

To what extent are we really going to get more than just talk about sharing in these things, budgets and personnel and commitment?

Ms. KUNIN. You raise a very important point, Senator. I am optimistic that we'll go beyond the talking stage because we have already established I think a very good working relationship even on the funding basis with the Department of Justice in terms of the Safe Havens; they fund part of it, and we fund part of it.

Is it that 50-50, Bill?

Mr. MODZELESKI. Actually, it's divided three ways, Senator—Housing and Urban Development, Department of Justice and Department of Education divide the resources there.

Ms. KUNIN. The total, I believe, is \$3.5 million.

Mr. MODZELESKI. That's the total, yes.

Ms. KUNIN. So you are not talking about huge amounts of money, but you are talking about hopefully establishing a precedent—

Senator DODD. Yes.

Ms. KUNIN. —and I think that is very, very important.

I agree with you that there could be death by interagency meetings, but I think it is important to at least go through that step first, and hopefully, you'll be followed by resurrection. [Laughter.] There will be a better delivery system as a result of it.

Senator DODD. I hope so, too.

I may be anticipating something Senator Kassebaum may raise, and if so, I apologize to her, but the authorization language in this bill provides for a 5 year program; but you have also proposed another violence program in ESEA. I sort of like the idea of moving this to a 2-year authorization with a termination in fiscal year 1995. I know the tendency is to start something and then it never ends, and as the author of this, I suspect we all have ideas, and we want them to live in perpetuity. Yet I think it's time we start putting leashes on our own ideas. Is that acceptable to you?

Ms. KUNIN. Yes, it is. I think it makes sense to fold it into the other legislation and I think in 2 years, we'll have a lot better understanding also of how these funds have been used. We are very agreeable with that.

Senator DODD. Finally, I was struck by the televised forums you've had. I wonder if someone might try—and I don't know what our technical capabilities are—to do more of this. Again, I visit a public high school every week in my State. I was at Hill House High School this past week, and monitored a discussion among a group of students—I'd love to tell you that I led it. We got into the discussion because of recent gang violence in Hartford, CT. These young people's attitudes were quite surprising. First of all, I think it would stun people how conservative these minority students are; the assumption tends to be that they are sort of progressive. But they face violence every day and they don't have a lot of patience with a lot of chatter about social manipulation. You'd be interested to know what their views were, for instance, on curfews. The overwhelming majority of these kids—and these are kids—think the curfews are too light, that they ought to be imposed more rigidly and on more students. In fact, some of their ideas would probably upset people because of their impact on our civil liberties but the ideas come directly out of what they have to face every day.

But it occurred to me that when we televise these meetings and forums, that even if we get on prime time, we're competing with "Seinfeld" and other commercial programming. It just seems to me that if we could somehow get them into the school day then would have a great impact. I think it might be enlightening, particularly now with interactive television, actually begin to have a dialog with students. Kids at school are more inclined to get together and talk about those things in a forum. I find it enriching. I come away from those experiences much better informed, and I wish I did more of it, frankly, than I presently do.

And again, I don't know what resources you have at the Department, or how willing some of the networks may be or some of these other huge telecommunications would be industries to participate. Can we begin to find some people who might come forward and help establish this dialogue that ought to begin with kids, in schools, with parents, with community leaders, to really start to generate some of these ideas and promote some of these activities? Is that possible, or am I dreaming?

Ms. KUNIN. I think it is possible. In fact, after our conference, I sat down and wrote a memo suggesting something like that. I haven't yet figured out exactly how to do it, but certainly the technology is there. It is a question of funding.

I do think also that the children really need to be heard. That also came out of our conference, that the adults have to listen to us, because they don't really understand unless they walk in our shoes. They didn't put it quite that way.

I think some good ideas come from the young people, and they need support for those good ideas.

Senator DODD. I agree with you totally.

I have taken more time than I said I would. Senator Jeffords—we always do that, though, don't we?

Senator JEFFORDS. No comment. [Laughter.]

I am pleased to be here. I would just like to raise another possibility. I look at the amount of money we will obviously have to spend and the kind of resource that seem to be demanded to try to find a solution.

I have lived in the District now for 19 years. I live near the schools, and I have transitioned along with the city, and I can now walk safely to the corner store; it has been a year since there has been a shoot-out on my corner. So things have improved. But it is a bad city in many respects as far as our young people are concerned, and I am embarrassed by that. This is the Nation's Capital.

Now, we sometimes hide behind home rule and say, well, you know, we've let the city do what it wants to do. But it seems to me that if we want to really demonstrate to the country that there are solutions to this that we ought to take a look at our own Capital and say maybe we ought to turn Washington, DC, working with the people here, into some sort of demonstration project. I mean, if we can't make this Nation's Capital safe, which now I think has the worst murder record in the country, how can we expect New York or Los Angeles or other places to be safe?

I wonder if we could work together and see if we could work some sort of a demonstration project along with this, to see what we could do to demonstrate that there are answers. We have talked

about this briefly before, and I have seen some exciting things in the schools, but they are so small in their implementation. I'd just like your comment on that.

Ms. KUNIN. I don't know if that's what happens when Vermonters come to Washington, Senator Jeffords, but I also had that reaction, that of all places, right here in Washington, DC, we could create some changes. That's why I went to visit Turner Elementary School after that incident. And we have had an ongoing discussion with the DC. school officials and the city officials. We have established a Washington, DC. desk in the Department of Education, and the Justice Department has also singled out DC. as a place to concentrate its efforts, and we are working closely with them.

So I can't tell you we're there yet, but we're thinking very much along those lines; also, how to help them with conflict resolution, how to give them technical advice as to how to deal with some of these issues.

Bill, I don't know if you want to add anything to that. We have been really moving in that direction.

Mr. MODZELESKI. It is a Safe Haven site, also; it is a Weed and Seed area in the District, and we have provided funds for the development of a Safe Haven here in the District. So there are a lot of efforts ongoing. And Ron Stephens, who is on the panel following us, also has been involved with the help and support of the Department of Justice and the Department of Education in providing training and technical assistance to a lot of the schools in Washington.

Senator JEFFORDS. I hope we can talk to the chairman about it, because we've got to obviously work with the people who are leading in the city, but it seems they may have a real deficit in resources availability, and it seems to me as well as trying to spread resources around the country, that we ought to take a look at some concentration of resources here in the Capital to see what can work.

Thank you, Mr. Chairman.

Senator DODD. Thank you, Senator.

Senator Kassebaum.

Senator KASSEBAUM. Thank you, Mr. Chairman.

I would like to ask another more procedural question. I was glad that Senator Dodd asked the one that he did, because I do think that it is useful to have a better review of what is working and where we can improve it.

But I'd like to ask you about the existing Drug-Free Schools and Communities program and the administration's recommendation to combine it with the Safe Schools program in the Elementary and Secondary Education Reauthorization Act which we will work on later this year. However, I understand that you are hoping to see this pass as a freestanding bill. For now I think it is a good piece of legislation but why not combine it in the Elementary and Secondary reauthorization?

Ms. KUNIN. That's a fair question. The real answer is timing. We feel very strongly there is a sense of urgency about providing help and that it should come as soon as possible.

Senator KASSEBAUM. But ultimately, you would see it rolling in and being provided with the other initiative.

Ms. KUNIN. Absolutely, yes.

Senator KASSEBAUM. This may be a question more for the next panel, but you mentioned metal detectors, and I think that's always what we think of now as we think about safety initiatives. But so many times, whether it is here or in Kansas, the problems stem from outside the schoolyard or in the schoolyard just as much if not more than in the school. Does the legislation address looking at that sort of initiative and what we can do outside problems?

Ms. KUNIN. You are right. I think the metal detectors provide some level of comfort and some assurance. Actually, some of the anecdotal material I have come across, the students are sometimes relieved to have metal detectors, even though they are very expensive, and in a huge school like those in New York City, it can take a very long time.

But getting to the schoolyard and beyond the schoolyard is the essence of the question. The schools by the second year will have to have a plan that involves the community, that addresses that whole larger question, and will also have to have factual information about exactly what is going on in that school. They will have to gather statistics and really document not only what they planned to do, but also the status quo, so that they can show some progress in these areas. So we'll have a much clearer idea of whether the funds have been used effectively.

We are giving them as much leeway, but we are also asking them to really plan and document so that we'll have some really strong indicators of what succeeds at the end.

Senator KASSEBAUM. Well, I would really agree with Senator Jeffords. I think there is a great opportunity right here in Washington to view some model projects, and I don't think we need to necessarily even have a plan to identify what is necessary to address school violence. I think we know what works.

Ms. KUNIN. That, we know.

Senator KASSEBAUM. We need to decide what it will take in some of these schools, whether it is a stronger police force on the block, in the community, right there by the school, or whether it is some type of voluntary community group that would be on the playground. I think these are things that we could start to work on immediately.

And it isn't just in Washington. I don't want to pick on the District of Columbia, because we have had just as many problems in Wichita, KS and Topeka, KS. But we are here in DC so we should be able to mobilize fairly quickly some of these resources.

Ms. KUNIN. That's right. I am delighted with your perspective on that, and I will take that back to our group working with Peter Edelman and Phil Heymann, because I think with the three of us, perhaps we could target an area of Washington. Even when you look at the whole city, you ask, "How do we do this?" But if we could even work around one school area, one school district, that might be very productive. So we will follow up on that.

Senator KASSEBAUM. I think you'd have strong support here for that.

Senator DODD. Yes. I'm glad this was raised. I was just talking with Senator Jeffords before he left. I mentioned that in my own State, I have literally visited with students from every public high

school in the State. It is just a visit, and I know they know I'm coming, so things get gussied up a little bit. And I'm aware in many cases that the students I am seeing aren't necessarily the ones who are in trouble, because everyone wants to put on their best face—I don't care whether it's a school, a business, or a family. But I remember saying a few years ago here that I would like to do the same thing here in DC. on a regular basis, and go around to the schools. I suspect these children have less familiarity with the U.S. Senate than they do in Connecticut, despite the fact that there are 100 of us here.

Maybe just finding time to go out and engage in this kind of discussion right here and to come up with some ideas would be useful. It need not be something you do every week, but it can be done with some degree of frequency, because we are right here. We talk about it, we talk in and around it, and I'm sure many of us go back to our respective States having spent more time here than we have in the very States we represent because of the nature of our jobs.

So I think it's a very good idea, and you are absolutely correct, this is not a question of going out and concocting some new ideas. I think we all have a pretty good sense of what needs to be done. So I strongly endorse that very idea as well.

Ms. KUNIN. I really thank you for that. I take it you are volunteering to do this.

Senator DODD. Yes, and we'll see if we can do it, and see if they'll be willing to accept it. I don't think I could just show up like I do in Connecticut. We need to call a school and talk to people here in the city about wanting to do it, rather than just showing up at some high school. I am sure they have a lot of other things on their minds, and the idea of putting up with 535 Members of Congress may be a separate problem in and of itself.

Ms. KUNIN. I very much agree with you, and Bill just reminded me that we're also meeting with urban superintendents, and we can pass on that suggestion there as well.

I think it would be good. We would learn; they would know we care, and some good solutions may come out of that. So we'll follow up on it.

Senator KASSEBAUM. And as you said, there are some other panels that are already working with models. I think there are in place some things that we really ought to get behind and focus on here.

Ms. KUNIN. Great.

Senator DODD. Thanks immensely for coming.

Ms. KUNIN. Thank you very much for your dedication to this.

Senator DODD. Mr. Modzeleski, thank you very much for being here as well.

Mr. MODZELESKI. Thank you, Senator.

Senator DODD. We'll move to our second panel. Jettie Tisdale is the principal of The Longfellow School in Bridgeport, CT, and is also, I might add, a good friend. The Tisdale family is extremely well-known in Bridgeport. How's Charlie?

Mr. Tisdale. Charles is fine.

Senator DODD. Great. Mia Robinson is a student at the Stuart-Hobson Middle School in Washington DC. And Mia, I saw your



eyes brighten right up when you heard about all these visits, and I think we're going to get an invitation right now.

We are pleased that both of you are here and have taken the time to come down. Jettie, I am very grateful to you. And I should point out that it was only a few months ago that I was at Bassick; it has been a little while since I have been back to Central, but I'll get back there shortly. I learn a lot every time I go. These are the two major high schools in Bridgeport, CT. In fact, the last time I was at Bassick, a group of the students—who were terrific, by the way—said to me, "Look, Senator, do you want to see some guns? We'll show you some guns right now. You come with us right now, and we'll produce some guns for you right here in school."

I didn't mention the statistic in front of Governor Kunin, but I'm sure she knows it—the estimates are that about 130,000 students every day bring a weapon to school in the United States. It is just stunning. She was mentioning how kids get ready for school. It used to be, "have I got my homework with me, or have I packed my lunch, or have I got my sneakers for after school?" Now, it's "do I have my knife and my gun?" when you go off to school. It's almost reaching that point when one out of five students carries a violent weapon to school.

So we thank you both for coming today and for participating. I will just mention that Jettie Tisdale is the principal at Longfellow School. She has been involved in schooling since she was 19 years old and taught her first class. She has been a principal for the past 20 years, the past 3 spent at Longfellow. Longfellow School is located in the P.T. Barnum housing project, which I know very, very well, and has had some terrible problems with violence

Ms. TISDALE. Worse.

Senator DODD. I walked through the neighborhood the other day. Due to the violence surrounding the school, they have installed bulletproof glass to protect students—that is pre-kindergarten students to the 8th grade—bulletproof glass in the school.

By the way, in that area of P.T. Barnum, there are more homicides in a two-block area there than all other places throughout the State of Connecticut. In fact, at the Munoz Marin Elementary School, students who live more than a block and half away in many cases get bussed to school. That's how bad it is. And yet, it is a wonderful school right next door to you. They've done a great job. They committed resources and built a beautiful school. But you get the feeling of the larger community around it, with the razor wire and the brick walls around the place—it's just tragic.

Anyway, we thank you for coming, and again, we thank you, Mia, for coming and talking about this issue from a student's perspective.

Jettie.

Ms. TISDALE. Thank you very much.

Ms. Robinson, would you like to go first—because you know they always say the principal always takes over. [Laughter.] Why don't you go first?

Senator DODD. Do you want to go first, Mia? Go ahead. I wish I had a principal like that when I was in school.

**STATEMENTS OF MIA ROBINSON, STUDENT, STUART-HOBSON MIDDLE SCHOOL, WASHINGTON, DC, AND JETTIE S. TISDALE, PRINCIPAL, THE LONGFELLOW SCHOOL, BRIDGEPORT, CT**

**Ms. ROBINSON.** Good afternoon. My name is Mia Robinson. I am an 11-year-old 7th-grader at Stuart-Hobson Middle School, located at 4th and F Streets, Northeast, in Washington. I am also a junior member of the Super Leaders organization and a member of the DC. Police Chief's Youth Task Force to Prevent Violence. Thank you for inviting me to speak to you today about school safety.

I want to begin by telling you about an incident that happened on my second day of school this year. It was about 1:15 p.m. and almost time to go in from recess when two teenage boys who looked like they were about 14 years of age came onto our school grounds on the lower level where most of the 7th and 8th-graders were. They hit one of our students in the back of the head, and they began fighting. Then the outside boys left the school grounds and went into an alley and picked up rocks and bottles, and one picked up a 2-by-4 and came back up to the school, but the gates had been closed. They threatened to come back with a gun. They came back after school looking for the boy, but the boy was gone. They didn't appear to have any weapons, but they came with a larger group of about five or six other boys.

Because of this incident, all of the students were petrified, which kept us thinking about how we were going to get home safely. After school, some students were saying, "I'm going to run home." Some were scared and decided to wait at school. Others thought it was a bluff. Another group of students were excited and ran down the street to see what was going on.

We need to keep all school grounds closed off while students are in their classrooms working and also during lunch time and recess. We need to be protected because anyone can walk in and do as they please. Right now at my school, any outside people can come onto the school playground at any time. We have one security guard and about three adults who supervise outside every day. Most of the teachers are in the lunchroom.

We need more security—not just security guards, but policemen, too, to patrol while we are outside at recess. We also need more protection when we are walking to school and walking home.

During the morning, when lots of children are walking to school, it would be nice to have policemen out on foot to watch the children. There are a few crossing guards, but these are for the elementary schools. It is especially important during the winter months when it is dark. When I leave home at 7:30 a.m., I have to walk down two side streets in the dark to get to H Street, where there is a lot of traffic and people during rush hour, so I feel safer. Extra policemen in the morning might also help to make sure that boys get to school so they don't stay away from school and drop out.

I also think that young people can do some things to stop the violence. I am involved in two youth organization groups that try to prevent violence in our schools and neighborhoods to safeguard our youth. One organization is the Police Chief's Youth Task Force, which I was involved in for one and a half years. At most of our

meetings, we discussed ways that we could help prevent the violence.

Some of the things we did were anti-violence go-gos and back-to-school jam concerts, which I sold tickets for to my classmates. We did neighborhood cleanups at Potomac Gardens and Clifton Terrace, where we put up anti-violence posters and recruited new members. We did radio interviews and press conferences. We made last October Violence Prevention Month and organized a lot of activities, including gun amnesty day, where over 260 guns were turned in.

The other program that I am involved in is Super Leaders, which is a program for high school students. I started going with my older sister, and I became a Junior Super Leader. Super Leaders unites youth from different schools and teaches them how to take responsibility for their own decisions and to make their schools and communities better. It helps us to develop good moral values and to pass them on to other children.

In closing, I would like to ask the chairman and the Senate to keep our youth safeguarded by having more school security and by listening to everything I said and doing something about it.

I am a very fortunate young lady to have an older sister and a strong mother to watch over me and to be my mentors, to keep me on the right track. But there are many other children who are not as fortunate as I am to have this good guidance. They need your help.

Thank you for inviting me today to come and express my opinions on the subject of school safety. I will be happy to answer any questions.

Senator DODD. Well, I'd say your mother and your older sister are very lucky to have you as a daughter and as a younger sister, too. [Applause.]

And you are extremely articulate. I want to commend you on your enunciation; it is just very beautiful.

Ms. ROBINSON. Thank you.

Senator DODD. Ms. Tisdale, wouldn't you like to have her as a student?

Ms. TISDALE. I was just thinking I would really like to have you in my school. You are a terrific student.

Senator DODD. Please go ahead, Jettie.

Ms. TISDALE. Unlike Mia, some of the children don't have that opportunity. Most of the children who come to my school don't have homes to go to in the evening. They might come to school this morning, and by the time they get home, their mother is gone. Ninety-five percent of my students are from a one-parent home, and they have made the school a haven from the street.

I have 18 pre-kindergarten students that are cocaine babies. My pre-kindergarten and kindergarten teachers wear their arms wrapped to keep the kids from scratching them. These are babies. That means that these babies are labeled as "losers" before they even start to school. This is what we're up against. We don't have to worry about the Mias, because she will make it; but there are other children that we have to worry about, too. Thank you.

Now, my name is Jettie Tisdale. I am principal of Longfellow School in Bridgeport, CT. The school services 700 students in pre-

kindergarten through grade 8 and is located in Bridgeport's West End nextdoor to P.T. Barnum housing complex, one of the worst in the Nation, yet minutes away from the suburbs of affluent Fairfield County, one of the richest counties in the Nation.

Last year, the students and teachers at Longfellow School had to deal with trauma on two occasions. Frankie Edwards, 14 years of age, and Terranon Watts, 13 years of age, were both murdered by guns in the immediate neighborhood. The children were able to look out the windows and see those young men being shot down. This is Longfellow School.

Although these violent crimes happened outside of school, they had a profound effect on the teachers and students and on their ability to teach and learn. Because of the poverty-stricken and crime-ridden conditions these children endure, they are sorted out as winners or losers before they even start to school.

At school, we accept the challenge of educating them all. I have 72 of the best teachers that you can find in the country. They are dedicated. Just because this is a crime area, we still go out and visit the homes. It is hard to find teachers to do that.

Most of the drug dealers, when they see me coming, they'll say, "Let's wait until Ms. Tisdale passes before we shoot up," or something like that. It's a very difficult job.

I used to go to Nutri-System; I don't have to go there any more. They have scared the weight off me. [Laughter.]

At school, we accept the challenge of this, but the odds are weighted heavily against us when the students are crack babies; when the students see their family members facing the firing squads of gangs and drug dealers every day; when most of the adults are unemployed and become drug dealers in order to support themselves.

Why have any goals or aspirations, these students might ask themselves. Why should I plan for the future? But we work with them anyway. We have to let these students know that there is a way out.

Now, this was the worst school in Bridgeport. But Senator Dodd, I would like for you to visit Longfellow School. When I was walking down your hallway, my school is much cleaner than your hallway.

But we had to create a conducive atmosphere for learning in order for these children to feel good about themselves. We don't allow them to wear their pants hanging below their waist. In order to combat that, we demand that they wear uniforms. Uniforms in P.T. Barnum is quite a task, but we are doing it. We had to sell candy to raise money. People from Westport, Fairfield and all over gave us money to help the kids buy uniforms. It can be done.

Now, we are faced with all of these problems before these children even get to school and before we can start teaching the 3 R's—reading, writing, and arithmetic. All these problems are there before.

Any effort to implement the Safe Schools Act of 1993 must address these problems that shape the children's attitudes and habits before they enter school.

The way that we are going about doing that is we are including the parents. If a child misbehaves in school, we call that parent then and there: You come to school, and you sit in that classroom

with your child. Sooner or later, parents get tired of that, and they're going to make their children do the right thing—especially when you have an oversize mother trying to fit into a small chair. But it can be done.

Here are some of the other things that we did, too. Everything is done by contract. The first day of school, the child is given a contract. These are the things that I expect you to do in school. You take this contract home, your parents sign the contract, your mother, and this is your passport back to class the next day. Mother is not going to let that child stay at home, so mother is going to sign that contract and send the child to school. You have to do everything possible to make your children do the right thing.

We met with representatives from businesses, social services, and religious institutions, as well as our student, parent, and community volunteers to identify the problems. We had people volunteer. We asked each person, "What do you have to contribute? What are your attributes?" Some of them came up with, "I can get a social worker to come to school." We had two retired social workers who volunteered to come to school every day to work with the children.

And we can to the consensus that we have a vested interest in enhancing the quality of life in our neighborhood, and to achieve that, everybody had to contribute.

We have made our school a community school. It was the first community school in Bridgeport. That means if a storekeeper happens to see a child outside of school, he will call me and say, "Ms. Tisdale, this could be your little boy. Send someone over." And he will keep the child in the store until I send a teacher or my security guard over to get the child.

Speaking of gangs, the worst gang that we had in school was 3rd graders. They called themselves "The Sweet Pickles." I went into the classroom, and couldn't the first one of those little boys spell "pickles." Now, how can you call yourself something if you don't know how to spell it—and why did you call yourself a pickle anyway?

So I think I embarrassed them so until we broke up the group. Now there are no more "Sweet Pickles."

At Longfellow School, we have two gang leaders. That's Mr. James Adams, my associate, and Jettie Tisdale. The name of our gang is "Education." You can ask any child at Longfellow School, "What is the name of your gang?" and he will say, "Education." If they don't, I send for the mother.

The West End Business Association—all these companies have been very, very nice to me—last year, they raised \$10,000 from their members so we could have activities for these children during the school year. My school is open from 8:00 in the morning until 9:00 at night. The reason why we do that is because at the beginning of the school year last year, the children weren't doing their homework. We have a signed contract for homework, too, but they would come to school and say, "Ms. Tisdale, I couldn't do my homework last night because I had to sleep under the bed. The shots were coming through the window."

So we decided to develop a Homework Club at school, after school. They are supervised by teachers. While they are in the

Homework Club, the parents are in the classroom also; they are receiving parenting skills training. And I deal with grandmothers more than I deal with young mothers, because most of my young mothers have died with drugs, drug overdose or AIDS. This is what we are dealing with.

But if you could walk into that school and see the faces of those little children now—this is my third year there. We haven't had a fight this year. No one can fight unless you can beat me or beat Mr. Adams. Mr. Adams is 6-foot-7. [Laughter.] They do not fight. We haven't had a fight in the cafeteria. Those children are so proud of themselves.

When I went there, Longfellow School was number 33 academically in Bridgeport—and there are 33 elementary schools in Bridgeport. They were at the bottom. The first year, we moved from 33 to 17. The second year, we moved from 17 to 10 academically. And this year when we take the achievement test, I hope to be in the top 5 or 6. You have to tell those children that every day, make them know that there is a way out. It's what we call "tough love."

Some of those children never receive a hug from their parents, but we make it a point to hug them every day. We have a thing when you walk into the classroom, they'll do this, and I'll say, "Don't squeeze me so tight," or something like that. You've got to let them know that you love them, and we work with other agencies.

When I hear people say that all this violence is going on in the schools, well, it starts from the top down. Children are not going to do any more than you let them do. No one is allowed beyond 75 feet of my school after school. At 2:40, I am outside, my associate principal is outside, and we have six big men teachers who are outside. No one comes near the school. Now, if all schools would do that, it can be done.

It starts at the home. Most of the parents mean well, but they just don't know what to do. The worst parent in the world, whether the parent is a drug addict or what-have-you, loves their child as much as either one of you love yours, and they will love for that child to do well. But they don't know how to do it.

Therefore, it is necessary to set up—we have GED classes for those who didn't finish high school. They can come back and get their high school diploma. When you bring your child to kindergarten in the morning, we have teachers to teach you from 9 until 11:30, so when you leave at 11:30, you take your kindergarten child home with you. If there's an excuse, like "Ms. Tisdale, I can't come because I'm working today," or something like that, then we have GED classes at night. We have computer classes at night. We have attitude classes at night—because that is the biggest problem, is changing attitudes. If we can change the attitudes and make them like themselves, everything will be fine.

We have a Community Action Agency in Bridgeport, ABCD. ABCD has gotten the parents to work with us, and we have had over 20,000 volunteer hours from parents this year. There is a parent in every classroom. Kids are not going to show off so much if they think there's a parent from the neighborhood who is going back and telling mother what Johnny is doing in school. This is the way you have to attack it.

Feel free to ask me any questions you would like to. Thank you very much.

[The prepared statement of Ms. Tisdale follows:]

PREPARED STATEMENT OF JETTIE S. TISDALE

My name is Jettie Tisdale. I am principal of Longfellow School in Bridgeport, CT. The school services 700 students in pre-kindergarten through grade eight and is located in Bridgeport's West End next door to P.T. Barnum housing complex—one of the worst in the nation—yet minutes away from the suburbs of affluent Fairfield county—one of the richest counties in the nation.

Last year, the students and teachers of Longfellow School had to deal with trauma on two occasions: Frankie Edwards, 14 years of age and Terranon Watts, 13 years of age were both murdered by guns in the immediate neighborhood.

Although these violent crimes happened outside of school, they had a profound affect on the teachers and students and on their ability to teach and learn.

Because of the poverty-stricken and crime-ridden conditions the children endure, they are sorted into winners and losers long before they enter school.

At school, we accept the challenge of educating them all. But the odds are weighted heavily against us when the students are crack babies; when the students see their family members face the firing squad of gangs and drug dealers; when most of the adults are unemployed and become drug dealers to support themselves.

Why have any goals or aspirations? Why have any hope for the Future?—these students ask themselves.

We are faced with all of these issues before we can think about the 3R's reading, writing and arithmetic.

Any effort to implement the Safe Schools Act of 1993 must address the problems that shape the children's attitudes and habits before they enter school.

At Longfellow School, we have designed a prototype to combat the negative affects of neighborhood violence.

Here is what we did:

We met with representatives from businesses, social service and religious institutions as well as our students' parents and community volunteers to identify the problems. We came to the consensus we had a vested interest in enhancing the quality of life in our neighborhood. To achieve that we asked everyone to determine the resources they could contribute.

For example, two retired social workers volunteered to work with children most at risk and develop a profile on them and their family member's needs. Then they were referred to physicians, employers, lawyers, and others who are cooperating in the project.

The West End Business Association donated more than \$10,000 from its members to create after-school recreational activities for our students. The U.S. Chess Association started a Chess Club. We have had urban/suburban exchanges, a community school that offers GED, computer and other classes to parents while their children are engaged in supervised educational & recreational activities.

Over the last two years, with the assistance of our local community action agency, ABCD, parents have volunteered more than 20,000 hours. Consequently, they have become role models for their own children. I feel this is the most significant benefit of the program to date.

As an educator on the front line of a decaying urban life, I welcome this legislation; and I strongly support allowing local school districts and neighborhoods to have the flexibility to design their own programs.

Senator DODD. Jettie, thank you. That was great testimony. Those students are lucky to have you as their principal.

You have answered a lot of my questions in your testimony. I think uniforms, by the way, are a very good idea. A lot of people object to that idea, but first of all, isn't it less expensive for a lot of these parents to have a uniform rather than have to worry about different clothes every day?

Ms. TISDALE. Yes, it's less expensive.

Senator KASSEBAUM. It's the shoes that are expensive. What do you do about shoes?

Ms. TISDALE. For shoes, we wear loafers. We don't wear sneakers with the strings hanging all over the sides. We wear loafers.



Senator KASSEBAUM. Mia, what do you think about uniforms?

Ms. ROBINSON. I think uniforms are a great dress code for school because most of the children out here nowadays are getting picked on for what they wear or are shot for the tennis shoes that they have on their feet. So I think that a dress code is great for school.

Senator DODD. And it is less expensive; isn't that factually correct?

Ms. TISDALE. It is less expensive, plus there is less competition. There is no competition when you have on a uniform, and a child is going to think twice before he fights in a uniform.

Senator DODD. Senator Kassebaum has heard me say this in the past, but my sister teaches in the largest elementary school in Hartford, the Fox Elementary School. I don't even like to call her up and ask her how she is doing, because I get an earful about how she is doing and how the school is doing. She is an early childhood development specialist. She would tell you that 5 or 6 years ago, she had about 25 students in her class, which is far too many, but of those four or five children would have serious developmental problems. Today, she will tell you she's lucky to have four or five who don't, and also that the overwhelming majority of her students are more afraid of going home at night than they are coming to school. She has seen that much change just in the last 5 or 6 years. All of us, I think, had the opposite experience—home was the safe place, and school was a bit scary. But now things are totally different for our children.

Ms. TISDALE. This is why we really decided to keep the school open until 9:00, because the children really feel safer at school than they feel any other place.

Senator DODD. How about getting home? It's dark now at 9:00.

Ms. TISDALE. We have police officers. About five or six police officers used to live in that project complex, so they volunteer and come to help us. It is a community effort.

Senator DODD. Do you have any idea how much the community of Bridgeport spends—I mentioned the number in New Haven—do you know how much of the budget goes for "security"?

Ms. TISDALE. Not very much, because I had to beg to get a second security officer this year. I think they pay him something like \$7.50 a month, and we did beg to get it up to \$8.00 an hour.

Senator DODD. I mean the whole school system.

Ms. TISDALE. The whole school system—they don't spend that much money, because in all the schools in Bridgeport, they have about 18 or 19 security guards, and most of them are in the high schools.

Senator DODD. I just want to underscore the point about getting everyone involved. We can spend money, you can spend it in Bridgeport, we can spend it here, but a lot of this is just people stepping forward to volunteer.

Ms. TISDALE. That's right.

Senator DODD. The city of New Haven cut back on their crossing guards. They eliminated about 30 of them. And when I walked to school with these kids, a lot of the streets were pretty busy. And they said, "Well, we can't get the money for crossing guards." And I thought that a parent giving an hour once a week is not a heavy-



duty thing to ask and it doesn't cost anybody anything to be able to fill in and be there in the morning.

I am sympathetic to trying to get budgets focused in the right direction. But a lot of what needs to be done is just a question of expenditure of the heart, and if we could get more people to step forward and take on some of these responsibilities in a community-wide effort, you could save a lot of money, and you'd get a lot more done, too, by the way.

Ms. TISDALE. It takes a whole community to raise a child. The school cannot do it alone. But we could use some money.

Senator DODD. I know.

Senator KASSEBAUM. And I would suggest it takes a master sergeant like Ms. Tisdale, too.

Senator DODD. Yes.

Mia, we thank you immensely.

Senator KASSEBAUM. It was wonderful testimony.

Senator DODD. Can we come over and see your school? Do you think that would be all right?

Ms. ROBINSON. Yes.

Senator DODD. I thought you might like that.

Ms. TISDALE. Senator Dodd, were you in Bridgeport Tuesday? I read in the paper you were going to be there. The next time you come, please come by Longfellow School.

Senator DODD. I wouldn't dare not come. I'm afraid of what would happen to me if I didn't get by.

Senator KASSEBAUM. Let me just ask one follow-up, because I just heard some teachers last week out in Kansas talking about their experimentation with calling parents directly from the classroom. And I was interested that you mentioned this, because they have a phone in the classroom—rather than having to go down to the principal's office and use the phone, they made a plea for having a telephone in the classroom where they could call parents immediately. Even if the mother was at work, they could say, "You come to school and get your child." They said it has had amazing results.

Ms. TISDALE. That's right. And especially at work; if the parent works from 11:00 at night until 7:00 in the morning, and you call the parent about 2:00 in the afternoon, the parent is going to get angry, because she is sleeping then, and she'll make that child do the right thing. And it is embarrassing to be called on the job, and we call them on the job, too.

Senator KASSEBAUM. I was just very interested in your making that comment, because I wondered if it really did work.

Ms. TISDALE. Oh, yes, it works. And a big thing that has happened in our school system, since 95 percent of our students are from a one-parent home, we have organized a men's club. Most of the boys do not have male role models, so they will have some one to go and talk to. This has been a big plus in the school, also.

Senator DODD. I'll come on by and see you. I want to congratulate you. You make me very proud to be your Senator.

Ms. TISDALE. Thank you. Thank you very much.

Senator DODD. You've done a good job, and you deserve our support.

Ms. TISDALE. I'm giving it my best shot.

Senator DODD. Thank you both. Mia, thank you immensely.

Ms. ROBINSON. Thank you. I enjoyed being here.

Senator DODD. We're going to take a little break here, because Senator Kassebaum and I have a vote. When I come back, we'll finish up with the third panel; I appreciate your patience. In the meantime, we'll stand in recess for about 15 minutes so I can go cast a vote and come back.

[Recess.]

Senator DODD. The subcommittee will come to order.

My apologies to our third panel. We just had a series of three votes on the floor, and we are about to have another one. I was waiting to see if they'd start it so I could vote and then not have to worry about going back, but it didn't start. So I'm going to let you know in advance I may get pulled out of here again. That is unfortunately what happens in the afternoon, with a bill on the floor that is attracting a lot of attention.

I understand one of our witnesses, Dr. Stephens, may not have time to testify because he has to catch a flight at Dulles Airport.

Let me just welcome all of you here. I have elaborate introductions for each and every one of you that extol your virtues, your character, your academic and professional credentials, and I'm just going to put all of that in the record and get right to it.

Dr. Hammond, we'll begin with you, and then Ms. Watts-Davis, and Tom Roderick. All your statements, supporting data and information will be included as part of the record, and we'll try and move along.

Again, I am deeply grateful to you. You are the pros in this area. What we've got here is a tremendous amount of good will and a number people who really want to help, which is not always the case when dealing with the Congress. But in this issue, there is unanimity, and we are looking to folks like you to tell us how we can do this with the resources we have realistically and make a difference. So we are anxious to get some guidance and help from those of you who are out working on these issues every day.

**STATEMENTS OF W. RODNEY HAMMOND, ASSOCIATE PROFESSOR AND ASSISTANT DEAN, SCHOOL OF PROFESSIONAL PSYCHOLOGY, WRIGHT STATE UNIVERSITY, DAYTON, OH; RONALD D. STEPHENS, EXECUTIVE DIRECTOR, NATIONAL SCHOOL SAFETY CENTER, WESTLAKE VILLAGE, CA; BEVERLY WATTS-DAVIS, EXECUTIVE DIRECTOR, SAN ANTONIO FIGHTING BACK, SAN ANTONIO, TX; AND TOM RODERICK, EXECUTIVE DIRECTOR, EDUCATORS FOR SOCIAL RESPONSIBILITY, NEW YORK, NY**

Mr. HAMMOND. Thank you, Senator.

My name is Rodney Hammond, and I am an associate professor at the School of Professional Psychology at Wright State University in Dayton, OH. I also developed and direct the Positive Adolescent Choices Training Project, which is a school- and community-based early intervention program designed to reduce violence among African American youth, and I also have the privilege of serving on the American Psychological Association on Violence and Youth these past several years.

I very much appreciate this invitation to appear before you today and to share my perspectives on the prevention of youth violence in schools.

The first message that I want to give is that violence prevention interventions can work. Although there is much more that we need to learn about developing and implementing effective violence prevention efforts, we have enough empirical information about programs that work to begin acting now.

Senator DODD. Dr. Hammond, excuse me.

Dr. Stephens, I understand you must get a flight. Dr. Hammond, do you mind if we just jump in and at least get a few words of wisdom from Dr. Stephens.

Mr. HAMMOND. No, not at all. My flight is later.

Senator DODD. I apologize, and I also apologize to everyone because of the votes that are occurring on the floor.

Mr. HAMMOND. I'll resume later.

Senator DODD. Thank you very much.

Dr. Stephens—I have given you a brilliant introduction already.

Mr. STEPHENS. You really have, and I appreciate Dr. Hammond's generosity in allowing such a change. I think a lot of the data, you have already heard by way of introduction in terms of the previous testimony that has been given, because often when we prepare for these, others will incorporate much of the general areas of concern.

But in terms of the National School Safety Center, one of our top concerns as we work with school administrators around the country, and students and communities, has been the increasing level of crime and violence in the schools. A lot of the former fist fights are being replaced by gun fights; the former fire drills are being replaced by crisis drills, and even the new drive-by shooting drills.

Within the first 2 weeks of school this year, in terms of the last 10 years that we have been tracking this, we have never seen such violence in terms of kids being literally shot and killed. I think one particular student made a rather touching remark at Harper High School, a 15-year-old who was shot; the last words of Marcus Taylor were: "Tell my mother that I love her."

Another student who was shot at a school in the Los Angeles area where I am from was in fact attempting to register to attend another school that he hoped would be much safer when this violence occurred. So literally, our children are dying to come to school.

I think that the focus of this committee on attempting to pass some legislation that will, number one, put school safety on the agenda, but number two, the Safe Schools Act will really help to operationalize some of these kinds of issues over concern and safety.

I think one mother put the entire matter in great perspective when she said, "If someone would just give me the name of a safe place to live in this country, some small town where you can still let your kids go out and play until supper and not worry, I'd move there in a minute."

As we look at some of the strategies that are out there, I think first of all, every school district does need to take a look at creating a safe school plan, and this bill will encourage school systems to develop such plans and programs.

As we talk with kids around the country, they continue to have some perspectives of concern for their own safety when you look at places on the campus that they avoid. A recent study out of Illinois found that one out of 12 kids stays away from school simply because of fear. That in and of itself is a national tragedy.

I am sure that as various programs are put together, as school safety is placed on the agenda, that we will have a number of strategies that will come forward. There is certainly a need to have some adequate crime tracking and reporting. It is incredible to me that we have mandated crime reporting for colleges and universities, and yet nothing for K through 12. I think if only the public knew what goes on in a school, it would change the way business is done as have, I am sure, your visits to the various high schools, middle schools, and elementary schools shaped your perceptions of what some of the needs are out there.

One of the other areas that needs a good deal of attention has to do with teacher and staff training. In our State of California, the California Teacher Credentialing Commission is looking at what can we do to better prepare teachers for the crime and violence that is out there, because we have teachers leaving the profession; we can't even get teachers to come and teach in some of our schools that have to be staffed by substitutes for the entire year-long period.

I had one teacher in North Carolina whose mother had offered to buy out her teaching contract if she would leave, because she was concerned about the safety of her own daughter, who was a veteran of 18 years, the type of teacher you would love to have your children under her tutelage.

So these are some of the realities out there, and I would just encourage the committee to place this bill high on the agenda, to fund it, and I think it can make a tremendous difference.

[The prepared statement of Mr. Stephens follows:]

#### PREPARED STATEMENT OF RONALD D. STEPHENS

##### SCOPE OF SCHOOL CRIME

There has never been a better time to be a Senator in our nation's history than the 1990s. The challenges of this decade combined with increasing levels of crime and violence in our public schools have created a unique opportunity to demonstrate the skills and finesse of the best legislators and policy shapers.

According to the National Crime Survey, nearly 3 million index crimes occur on school campuses each year. An index crime is an offense, which if committed by an adult, could result in arrest or incarceration. Although the number of school crimes has remained relatively stable over the past several years, we are seeing much more serious crimes on the school campus, and the age at which youngsters are committing these crimes is becoming younger and younger. Many of the former fistfights are being replaced by gunfights, fire drills are being replaced by crisis drills, bullet drills and the new DBS (drive-by shooting drills) in some of our more gang-influenced areas.

Within the first two weeks of school there have already been five major shootings or stabbings on school campuses from Georgia and Texas to California, Wyoming and New York, resulting in the death of two students and the injury of six others. In one case a student was shot while registering to attend a new school he thought was a safer place to be. And yet these incidents reflect only the most visible affects and losses public school children face when they are forced to tolerate a climate of victimization and fear. Our children are literally dying to go to school. It should not require an act of courage for parents to send their children to school nor should it demand such courage for a child.

One parent put the entire matter in perspective when she said:

"If someone would just give me the name of a safe place to live in this country, some small town where you can still let your kids go out and play till supper and not worry, I'd move there in a minute."

For the past three years, "Safe and Drug-Free Schools," Goal No. 6 of Goals 2000, has been the top concern of parents.

The scope of the school crime problem is further evidenced by the responses of young people who are required by law to attend school each day. An August 1993 USA Weekend survey of 65,000 10th through 12th grade students from across the United States reported that:

- 37 percent do not feel safe at school;
- 43 percent avoid school restrooms;
- 55 percent said they knew someone who had brought a weapon to school, and
- 63 percent said they would learn more if they felt safer.

The Lou Harris Poll, released in July 1993, underscored the fact that America's young people are immersed in a gun culture. Among the 2,500 students, aged 10 to 19, who were surveyed in 96 elementary, middle and senior high schools, 15 percent say they have carried a handgun on their person in the last 30 days and 4 percent (one in 25) say they have taken a handgun to school this past year. More startling perhaps is that 59 percent said they could get a handgun if they wanted one.

Two interesting subcomponents of the survey reported the concerns of young people about guns. First, one in three youngsters concluded that "their chances of living to a ripe old age are likely to be cut short because of the threat of being wiped out by guns." Second, 56 percent of all young people said that if they could make one wish, they ". . . would like to see a situation where no one, except those authorized by courts, had access to handguns."

Truancy continues to be a major problem in many communities. In Los Angeles County, for instance, about 300,000 (out of 1.6 million) students are truant every day. According to the district attorney, youngsters who are truant are responsible for 85 percent of daytime crime. Truancy is a common denominator for most criminal activity. Similar percentages of truancy occur in many of our large urban areas. Truancy is one manifestation of the entire safe schools and communities matrix. When students are not in school they tend to disrupt local neighborhoods. But school safety is not simply a large city phenomenon; it cuts across suburban and rural districts as well.

A 1993 study of youth violence by the University of Hawaii's Social Science Research Institute has found a high correlation between gang activity, weapons and drug use. Gang membership, they reported, is clearly associated with chronic delinquency. Gang members were 10 times more likely than non gang members to carry a weapon in the past year, 10 times more likely to have been frequently involved in gang fights, and four times more likely to use drugs or alcohol and at least five times more likely to steal or buy drugs than non gang members.

The cumulative affect of these issues creates a compelling call to place school safety and school attendance at the top of the educational agenda: Education Goals 1 through 5 will not be achieved if we first do not create a safe and welcoming school climate. If we are going to require young people to attend school, then we must provide an environment that is safe, secure and violence free.

School safety is no longer merely a state responsibility. It has become a federal priority that directly affects our nation's economic competitiveness, our national defense and our quality of life. Schools, communities and the states can benefit by support this national priority of safe schools for all of America's children.

#### SPECIFIC STRATEGIES TO CONSIDER

Specifically, several things can be done to create safe schools where teachers can teach and students can learn:

**Safe schools plan.** Every school district should be encouraged, even required, to develop a comprehensive and systematic safe schools plan. A safe schools plan is a continuing, broad-based process to create and maintain a safe, secure and welcoming school climate, free of drugs, violence and fear—a climate that promotes the success and development of all children and those professionals who serve them.

**Crime tracking and reporting.** A nationally mandated crime tracking and reporting system should be considered. It is all too easy to make a profession out of screening the truth. In order to attack school crime and violence, there must be a clear data base of facts that identifies the types of crimes that are occurring, who is involved, when, where and why. Having such data available will suggest specific strategies as well as provide a rationale for definitive action.

**Teacher/staff training.** A significant need exists to better prepare staff to deal with the types of circumstances they must face on a daily basis, e.g. handling disruptive students, breaking up fights, dealing with weapon-wielding students, working with angry parents. Teachers also need to be able to identify and respond to potential problems and circumstances that students bring to school. The entire certification and preparation process for teachers needs to be reviewed and an appropriate training curriculum developed.

**Parent participation.** A special effort should be made to re-involve parents with their children's education. It is no longer sufficient to merely drop off the kids at school and leave it to the teachers. A parent center should be established on each school campus. The Safe Schools Act would support a variety of parent involvement demonstration projects.

**Statewide school safety centers.** The formation of statewide school safety centers should be encouraged. Each center could develop and showcase model programs, serve as a regional clearinghouse and provide training and technical assistance to school systems. A close partnership with the National School Safety Center could support and supplement their efforts.

**Information sharing.** Whenever juveniles commit a crime they are generally treated as first-time offenders. Information about prior arrests is shielded. Our typical approach for dealing with a misbehaving juvenile is to ship them to another school. We call this an "opportunity transfer." Generally, little, if any, information is shared with the new administrator because of the FERPA (Family Educational Rights and Privacy Act) laws. Recently, an "opportunity transfer" student, who had a past background of extensive misbehavior, nearly stabbed to death his junior high teacher. The California legislature finally said enough is enough. The state now mandates that information on violent youthful offenders be shared with every teacher who has this child in class. A very small percentage of youngsters commit most of the school crimes. Federal FERPA guidelines should be modified to allow for a broader sharing of criminal information to school officials who have a legitimate need to know. The current system of shielding information allows young criminals to get away with crime.

**Community interagency efforts.** Encourage the formation of community interagency efforts. As safe school planning and strategies are considered, the development of community-based alliances and cooperative agreements should be encouraged because the safe schools issue is not simply a school problem but a community challenge.

Other positive strategies and programs will emerge as school safety is placed on the American agenda. The greatest contribution that the Senate and the entire Congress can make is to begin that process now by promptly passing the Safe Schools Act of 1993 so that a concerted national effort can begin to make our schools safe for all of America's children.

Senator DODD. Thank you immensely for that. We are going to excuse you to try to get out to your plane. This is not an easy hour of the day to be trying to get out there.

I would just note that you've done some great work—and I am going to ask the other panelists the same kind of a question, and you may want to respond to it in writing—but just the whole notion of trying to make sure that schools know what other schools are doing. They may think they're all alone in this; and be reinventing the wheel in each place, working to find strategies that work. One of the things in our bill is flexibility as well, because not every place is the same, there are different circumstances. That's a critical element. But schools should have the benefit of each other's experiences.

And I will tell you one thing we are going to do, if we don't already have it in the bill, I'm going to work to put it in the bill, and that is mandating the crime and safety reporting, so we can get some data to really work off of. Based on what I have seen and from what we hear, it is stunning. But I think we're getting just a fraction of it. I think if we were more aware, we would have less difficulty—not that we should have too much—in building some basis of support.



So thank you immensely.

Mr. STEPHENS. Thank you very much, and thank you again, Dr. Hammond.

Senator DODD. Dr. Hammond, please proceed.

Mr. HAMMOND. Continuing on in my remarks, I would like to make the point that I feel it is imperative that violence prevention programs that may be developed as a result of this funding build upon some base of knowledge and perhaps even good research knowledge, because unfortunately, many interventions that are now being tried were created without any scientific underpinnings or plans for outcome evaluation. And ultimately, the lack of evidence of program effectiveness creates problems for deciding how to allocate very limited resources for the greatest impact.

Of course, school-based personnel are extremely knowledgeable about the needs of their students and their communities, and can be particularly effective and creative in developing their own programs.

In order to best assure the quality of evaluation of violence prevention programs, however, I encourage you to support collaboration between university programs with expertise in violence prevention and local schools, where possible.

Several university centers have the expertise needed to develop and implement rigorous evaluations of violence prevention programs, as well as to train school-based personnel on how to effectively adopt programs that work. Psychologists and other health and behavior professionals such as myself and many others have been involved in increasing our understanding of the factors influencing youth violence and aggression as well as our understanding of how to effectively intervene to prevent and control it. I encourage you to include incentives in the bill that facilitate this type of cooperation.

I have some concerns about whether the 5 percent ceiling for national leadership activities included in the Safe Schools Act will be sufficient to meet the need for adequate program development and evaluation.

The most effective violence prevention interventions tend to be very structured programs that focus on teaching the behaviors that tend to prevent the development of violent coping strategies and that work intensively with youth over a sustained period of time. Slogan campaigns and scare tactics simply do not work.

The APA Commission on Violence and Youth on which I serve has identified several key criteria that describe the most promising intervention approaches.

First, they begin as early as possible to interrupt the trajectory toward violence that, if left undealt with, tends to get worse among some youth.

Second, they address aggression as part of a constellation of other behavior problems, not only fighting.

Third, they include multiple components that reinforce each other across the child's everyday social settings, including family, school, peer groups, and neighborhood.

Fourth, they take advantage of developmental "windows of opportunity," if you will, points at which interventions are especially needed or likely to make a difference, such as early adolescence, or

even earlier, and transitions in school, such as entering high school and middle school.

In addition, we strongly emphasize that sensitivity to race, ethnicity and culture is necessary in the design of prevention or intervention programs directed to ethnic minority groups.

My colleagues and I have developed a unique intervention with African American youth to reduce the disproportionate risk for becoming victims or perpetrators of violence. We call it the Positive Adolescent Choices Training Program, or PACT. Our goal is to link anger management with the development of pro-social and behavioral skills to use in interpersonal conflict situations. We especially focus on reducing the violence that comes from arguments, technically known as expressive violence, which happens to be a leading cause of death and injury for African American youth. Students actually receive credit in the curriculum for participating in the program.

I emphasize that point because we found that is one of the key ways to integrate violence prevention into what normally goes on in the school day.

A key feature of PACT is the use of culturally sensitive videotapes, which I developed especially for the project. Students learn to give and receive negative feedback, manage their anger positively, and negotiate and learn to compromise, which are skills thought to be essential for coping with frustration without resorting to violence. In our experience, young people who don't have these basic skills have great difficulty benefiting from conflict resolution training.

Although the evaluation of the PACT program is not yet completed, so far, the results look promising. Students trained in the program have had fewer referrals to juvenile court for violence-related criminal and other offenses than have students not in the program, and these effects have been sustained over a 3-year period. Participants in the program have also experienced fewer violence-related school suspensions, positive changes in observable pro-social skills, and improvements in the way they describe themselves and are rated by teachers in conflict resolution skills.

This year, we were especially disturbed to learn that several of the youth in our control or comparison group who were unable to be trained in the program were reportedly charged with homicide or assault with a deadly weapon.

Effective violence prevention programs, like PACT and similar programs, are desperately needed in our Nation's schools, where children in many communities are at alarmingly high risk of exposure to violence, as perpetrators, victims, and witnesses.

I believe that the Safe Schools Act will be an important strategy for implementing these programs.

Thank you very much for the opportunity to appear before you and to share my views and experience. I would be very happy to answer any questions.

#### PREPARED STATEMENT OF W. RODNEY HAMMOND

Good afternoon. My name is W. Rodney Hammond, Ph.D. I am an Associate Professor of Psychology at the School of Professional Psychology at Wright State University in Dayton, Ohio. I also developed and direct the Positive Adolescents Choices Training (PACT) project, a school and community-based early intervention program



designed to reduce violence among African American youth. In addition, I serve on the American Psychological Association (APA) Commission on Violence and Youth.

I very much appreciate the invitation to appear before you today to share my perspectives on the prevention of youth violence in schools.

The first message that I want to give is that violence prevention interventions can work. If we are to prevent or ameliorate violence in this country, we must devote considerable attention to the development of effective interventions for adolescents. Although there is much more that we need to learn about developing and implementing effective violence prevention efforts, there exists sufficient empirical information about programs that work to act now.

In developing and disseminating violence prevention interventions, I believe, however, that it is imperative that these programs build upon a base of science and theory about human behavior. Psychologists—myself and many others—have been especially involved in increasing our understanding of the basic mechanisms underlying violence and aggression as well as our understanding of how to effectively intervene to prevent and control violent and aggressive behavior. An important reason for evaluating programs is that even well-designed programs may have no effect or, occasionally, adverse outcomes. Unfortunately, many of the interventions now being tried were created without scientific underpinnings or plans for outcome evaluation. A national study of violence prevention programs supported by the Carnegie Council on Adolescent Development reported that only 16 percent of 51 programs that they surveyed conducted any type of outcome evaluation, and that most of those who did used only simple pre- and post-measures of knowledge or attitude change, rather than changes in actual behavior. Ultimately, the lack of quantitative evidence of program effectiveness creates problems for deciding how to allocate limited resources for the greatest impact.

In order to improve the quality of evaluation of violence prevention programs, I encourage support for collaboration between university programs with expertise in violence prevention and local schools. Several university centers have the skills needed to develop and implement rigorous evaluations of violence prevention programs; school-based personnel are most knowledgeable about the needs of their students and their community and can be particularly effective and creative in developing programs. I encourage you to include incentives in the bill that facilitate this type of cooperation.

The American Psychological Association Commission on Violence and Youth recommends that schools play a critical part in any comprehensive plan for interventions to prevent violence. Locating violence prevention efforts within school settings is a particularly sensible approach because aggressive and violent behavior often takes place in schools, and because school-age youngsters are a captive audience, thus reducing difficulties in recruitment and retention of participants. There are also adults within schools who can provide positive reinforcement for demonstration of improved skills and behaviors. Epidemiological data indicate that the school campus itself has increasingly become a site for violent behavior, including assaults and even homicide, especially in inner-city schools and among ethnic minority adolescents. Unfortunately, some of the most at-risk young people, those who have dropped out of school, are not reached through these in-school programs, so these programs must be supplemented by interventions in other community-based settings.

There is considerable evidence that most individuals who display habitual aggressive behavior during adolescence develop this behavior during childhood. Because epidemiological data suggest that dangers from violence begin to increase dramatically at early adolescence (ages 10 to 14), violence prevention efforts should be directed to children and young adolescents. Most aggressive teenagers do not limit their antisocial behavior to aggression, but rather display a broad repertoire of antisocial behavior. Although this sometimes includes drug abuse, adolescents who do not use drugs, and who are not at the highest risk for drug use, are frequently in need of violence prevention skills. Consequently, I believe that it is important that violence prevention efforts not be associated exclusively with drug prevention programs.

#### DEVELOPING EFFECTIVE INTERVENTIONS

The most effective violence prevention interventions are structured programs that focus on teaching the behaviors that tend to prevent the development of violent coping strategies and that work with youth over a sustained period of time. Slogan campaigns and scare tactics simply do not work.

Effective intervention programs share two primary characteristics: (1) they draw on an understanding of developmental and sociocultural risk factors leading to anti-

social behavior; and (2) they use theory-based intervention strategies with known efficacy in changing behavior; tested program designs; and validated, objective measurement techniques to assess outcomes. The most enduring behavior changes should result from interventions that influence the psychological underpinnings of aggression and violence.

The APA Commission on Violence and Youth identifies several key criteria that describe the most promising intervention approaches:

1. They begin as early as possible to interrupt the "trajectory toward violence." Evidence indicates that intervention early in childhood can reduce aggressive and antisocial behavior and can also affect certain risk factors associated with antisocial behavior, such as low educational achievement.

2. They address aggression as part of a constellation of antisocial behaviors in the child or youth. Aggression is usually just one of a number of problem behaviors found in the aggressive child. Often the cluster includes academic difficulties, poor interpersonal relations, and cognitive deficits.

3. They include multiple components that reinforce each other across the child's everyday social contexts: family, school, peer groups, and community. Because aggressive behavior tends to be consistent across social domains, multimodal interventions that use techniques known to affect behavior and that can be implemented in complementary ways across social domains are needed to produce enduring results.

4. They take advantage of developmental "windows of opportunity": points at which interventions are especially needed or likely to make a difference. Such windows of opportunity include transitions in children's lives, such as adolescence, or entering high school. Programs that prepare children to navigate the developmental crises of adolescence may help prevent violence by and toward the adolescent.

In addition, we strongly emphasize that sensitivity to the race, ethnicity, and culture of the target population is needed in the design of programs of prevention or intervention directed to ethnic minority groups.

#### PACT

Certain programmatic applications that have been long recognized in the field of behavioral psychology are especially well-suited to preventive interventions addressing the problem of expressive violence: that violence that grows out of reactions to real or perceived provocations or arguments in which adolescents lose control. Clinical approaches directed to the prevention or reduction of interpersonal violence may be classified into three broad conceptual categories: social skills training, anger control training, and peer conflict mediation. Social skills training approaches focus on teaching individuals or groups certain communicative responses (e.g., interpersonal problem-solving or negotiation) that provide a sense of self efficacy, positive social adaptation, and influence in relating to others. Anger control interventions are designed to help adolescents identify the cognitive bases of anger and learn special techniques that inhibit aggressive responses to anger. Peer conflict mediation programs typically train youth to act a third party intermediaries in negotiating disputes among their peers; because these programs are usually dependent upon the presence of well-developed social skills, such as negotiation, and existing abilities to control anger, the first two approaches may represent a prerequisite foundation for successful application of peer mediation techniques.

There are many notable examples of programs that make use of diverse psychosocial strategies such as self-instruction, cognitive self-regulation, dispute resolution, problem-solving, modeling calmness, and constructive communication to train children and adolescents in skills needed to avoid conflict. However, the majority of such programs have been developed for mainstream populations rather than focusing on the special needs, social concerns, and cultural environments of minority youth.

My colleagues and I have developed a unique intervention with African-American youth to reduce their disproportionate risk for becoming victims or perpetrators of violence. The Positive Adolescents Choices Training (PACT) program links anger management with the development of social and behavioral skills to use to deal with interpersonal conflict, anger, and hostility. The program is directed to African-American youth, aged 12 to 15, who are selected by teachers on the basis of skill deficiencies in peer relations, behavior problems, or history of victimization by violence. Students actually receive school credit for participating in the program.

A key feature of the program is the use of culturally sensitive videotapes developed especially for the project.

In the videotape series, called *Dealing with Anger: Given' It. Takin' It. Workin' It Out.*, students learn to give negative feedback (express criticism or displeasure calmly); receive negative feedback (react to criticism and anger of others appro-

priately); and negotiate (identify problems and potential solutions and learning to compromise)—skills thought to be essential for coping with anger or frustration without resorting to expressive violence. Designed for use in a small group training format under the guidance of a skilled facilitator, the videotapes use peer role models to demonstrate the skills to be acquired, as well as strong adult role models who effectively encourage group participation in skill practice. The training model involves introduction and modeling of the behavioral components of the target skills, including providing participants with a rationale for the value of the skill and each of its steps in preventing violence, and opportunities for practicing the skill steps and receiving feedback to reinforce or correct performance. The videotapes also demonstrate group sessions where participants depict “less than perfect” skill practice efforts, which tends to increase credibility with viewing adolescents.

Recent new directions in the program include developing additional anger management and social skills paradigms as well as a companion training program for parents and families in methods to support adolescents’ acquisition and maintenance of violence-reducing skills, attitudes, and behavior.

Although the evaluation of the PACT program is not yet completed, so far the results of the intervention look promising. For example, students trained in the program have had fewer referrals to juvenile court for violence-related criminal and other offenses than have students in a control group, and these effects have been sustained over a three-year period. Participants in the program have also experienced a reduction in violence-related school suspensions, positive changes in observable pro-social skills, and improvements in the way they rate themselves and are rated by teachers in conflict resolution skills. This year, we were disturbed to learn the some of the youth in the control group, who were unable to be trained in the program, were reportedly charged with homicide or assault with a deadly weapon.

The PACT Project offers one apparently viable and effective approach to the problem of expressive interpersonal violence among African-American youth. Ideally, development will continue in this and other projects toward a wider range of culturally appropriate violence prevention techniques that will reduce the tremendous toll in damaged health and lives lost due to assaultive violence.

#### CONCLUSIONS

There is still a need for more extensive empirical evaluation of many of the promising violence prevention approaches, and the articulation of a comprehensive strategy that defines the intervention approaches of choice for prevention programs focused on young people experiencing different levels of involvement in and exposure to violence. There is a concurrent need for the development of more sophisticated preventive approaches that are better informed by public health epidemiology, clinically well-conceptualized from a psychosocial point of view, and more culturally appropriate for the potential consumer.

Effective violence prevention programs, like PACT and similar programs, are desperately needed in our Nation’s schools, where children in many communities are at alarmingly high risk of exposure to violence—as perpetrators, victims, and witnesses.

Thank you very much for the opportunity to appear before you and share my views and experience.

Senator DODD. Thank you very much.

Ms. Watts-Davis, that one long buzz you heard means there is another vote. But why don’t you start, because I think I have about 12 more minutes before the vote ends, and we may actually get through your testimony; and then I’ll scoot and come back.

Ms. WATTS-DAVIS. OK. Basically, Senator, because I know that time is truly of the essence for all of us, you have all the material and so on about who Fighting Back is and whom we are funded by and all those kinds of things, so I’m not going to go through that. But basically, what I want to do is to share with you one critical point that I think is very essential to this.

To all of these processes, whether it be whatever prevention program it is, I think it is inherent that at the Federal level occur what is successfully working at the local level, and that is the whole idea of community partnerships.

I say that, sir, because I can share with you that we, in literally 14 months, went into the highest crime area of San Antonio, where we have the highest teen pregnancy rate in the country, all of those kinds of things—and we reduced crime by 52 percent, 52 percent in that period of time.

We have what we call foot patrols, which are police officers who are buddied up with neighborhood residents. This is a community that could not stand the police and vice versa. They literally have now formed a citizens police academy, and those officers get cookies, cakes, everything else when they are on the foot patrol, and they have developed an intelligence network that is better than what they had in terms of gang and drug activity in high crime areas.

The other outcomes, literally, we have improved the grades of the young people in our area, both grades and lessening of the absenteeism rates, by over 20 percent. The other day, I was with one of the juvenile court judges, and he said, “Beverly, I can’t believe it. Young people coming from your target area have dropped by 40 percent. What is it you all are doing?”

And I want to say this, sir, because the reason I think it is so important for us to focus on the community level is that we need for you all as a Federal Government to be our partners. I think during the past, there has been kind of an essence where grants are given out, and essentially it is the idea that you will do to us and for us, but not with us. I think it is really important that throughout all of your funding cycles, whether it is HHS, Education, Justice, HUD, all of them are moving toward creating local partnerships.

We have thousands now of coalitions across this country that are making a difference, street by street, neighborhood by neighborhood. That infrastructure within this country in my opinion is what is truly going to lead us out of the whole tide of drugs or violence or gangs or anything else that you deal with.

So what I am asking—and this is outlined in there—is what Governor Kunin talked about—we talked about an interagency council on violence and a new and different type of funding package. And I will tell you, I am a master at grant writing, but I can also share with you—in fact, most of the community partnerships that were allocated in Texas, I wrote the grants for—but what I have seen communities do time and time again is that if I get a substance abuse prevention grant, then it’s like going into the middle of a stream. I can only get so far; I still have the rest of the stream to cross, and there is no money with which to do that.

So therefore, it’s like always having a 12-foot wound, and I get a bandaid from the Government to fit part of the wound. The rest of the arm gets gangrene, and no matter what I did on this part, it dies as well.

So what we’d like to see is that truly flexible funding package. I said this at the conference. I said, why can’t we do this? It makes so much sense. And someone said, well, the bureaucrats in Washington really won’t do that. And I have to say to you all as our elected leaders, I elected you, I elected my leaders; I did not elect bureaucrats. I want to see that we in fact really begin to do things that make sense. It is cost-effective at the local level.

Literally, we had a Federal grant that came in, and our community put up \$13.7 million to a \$3 million grant. And I actually had this Federal person say to me: "Do you all really want to match that? Do you want to put that in writing? Do you really want to do that?" And I said, "Absolutely, yes, and do you know why? Because when you all leave here, by having this money on the table and saying we're going to cash match it, that means that everybody in this community will buy into it. And when this program ends, we will still be here."

Senator DODD. Yes, and it sustains you. It is taxpayers understanding it at the local level.

Ms. WATTS-DAVIS. That's right. It's investment.

Senator DODD. If you don't understand it at the local level, someone is going to try to kill it up here if there is no local basis of support for it.

Ms. WATTS-DAVIS. That's right. So I truly ask that you all look at a pot of money and flexible funding plan, because what it will do is it will allow a community—and I think communities should submit a comprehensive plan to you—you all look at the plan, and you are funding a myriad of things that really treat people holistically at the local level. It forces us to collaborate, it forces you to collaborate. It is cost-effective. It is efficient.

[The prepared statement of Ms. Watts-Davis follows:]

#### PREPARED STATEMENT OF BEVERLY WATTS-DAVIS

### **THE NEED FOR A CALL TO ACTION: VIOLENCE, SUBSTANCE ABUSE AND LOST SENSE OF COMMUNITY AND SAFETY**

*A snapshot of almost any city in America will show a growing culture of violence, a unique blend of human and environmental problems, a pervasive and increasing lack of faith and trust in traditional systems, and crippling racism and issues of diversity. Neighborhood is to many Americans a place where families are imprisoned in their homes, streets are not safe for play, houses of worship are locked, and schools are dangerous.*

*More than half of the nation's domestic violence - murders, rapes, spouse and child abuse, car and boating accidents - is directly related to substance abuse. More than half the people in jails and prisons have substance abuse problems. Violence related to street drug trafficking has terrorized whole communities and threatened the safety of children and families in their own homes and neighborhoods. Children are carrying guns and are considered safe prey for recruitment as drug dealers.*

*A desire of Americans is to live in safe and healthy neighborhoods. However, poverty, racism, crime, failed education systems, rising health care costs, deteriorating neighborhoods and broken families are complex problems and overwhelming to most. Decision-making and solutions are often far removed from where the problems occur which is in the neighborhood, schools, and in the home. A new and refreshing national effort is needed to assist residents in restoring a sense of community, a sense of belonging, a sense of responsibility and, most importantly, a hope and faith that its systems and government will be responsive and that the promise of government "by and for" the people will come true.*

*A national effort which will issue a call to action to schools, communities, and neighborhoods is needed. Federal priorities, structures and funding categories frequently do not energize and mobilize communities to work cooperatively to solve their own problems. Neither do they encourage communities to develop a common vision and mission, to strive for consensus or to call to action those groups and residents who are needed to build a sense of community and a sense of shared responsibility and action. Federal funding streams often stand in the way of a community's earnest effort and ability to rise above diversity and "turf" issues and to develop viable and collective strategies.*

*Federal funding is needed which supports a belief in a community's ability to create a harmony of purpose, determine its priorities and create innovative, nontraditional and more effective solutions.*

*A first step in this national effort is the development of a comprehensive, creative, and flexible federal funding strategy which issues a call to action to communities and neighborhoods and which allows cooperative, positive and aggressive action unencumbered by federal categories, models, or bureaucratic processes.*

### **A FIVE-POINT CALL TO ACTION: CREATION OF A FEDERAL INTERAGENCY COUNCIL ON VIOLENCE AND SUBSTANCE ABUSE**

*This is a call to action to the following federal agencies to assist in the rebuilding of a strong nation of safe and healthy youth, schools, communities and neighborhoods: United States Department of Education, United States Department of Health and Human Services, United States Department of Justice, United States Department of Housing and Urban Development, and the Office of National Drug Control Policy.*

- *Form a Federal Interagency Council on Violence and Substance Abuse. The goal of this Interagency Council will be to facilitate a federal-level collaborative funding strategy which encourages and mobilizes traditional systems and community residents and organizations to cooperate in the development of innovative approaches and strategies at the community and neighborhood level. This Council will develop a new funding strategy and mechanism that will coordinate funding of programs based on community needs as outlined in a community plan. Funding based on a community plan will force collaboration at the local level. Valuable federal programs such as Drug Free Schools and Communities Partnerships, Center for Substance Abuse Community Partnerships, High Risk Youth Coalitions, Pregnant and Post-Partum Coalitions and Communications Coalitions and the Center for Substance Abuse Treatment of the US Department of Health and Human Services, Weed and Seed Community Coalitions of the US Justice Department, Resident Councils developed through the Drug Elimination programs of the US Department of Housing and Urban Development, and the Robert Wood Johnson Fighting Back Community Partnership projects should be included due to the community infrastructure and partnerships developed.*



- *Create a partnership with private foundations such as The Robert Wood Johnson Foundation and The National Fighting Back Program Office at Vanderbilt University, the Ford Foundation, Mott Foundation, and other Foundations which fund substance abuse programs to gain their assistance in creating a public/private partnership to better address the growing problems of violence and substance abuse affecting our nation's youth, schools, communities and neighborhoods.*
- *Develop and implement a National Training Program to improve the skills of communities in areas of problem-solving, mobilization, and advocacy. This training would provide the framework for building the local capacity to administer a new comprehensive, creative and flexible federal funding package which addresses a "continuum of services" as it relates to the problems of youth, violence and substance abuse. This training will enable a community to exercise its power to solve its own problems with assistance from the Federal Government as its "partner". This will also prevent communities from becoming dependent on the government to "fix" local problems and encourage innovative, community-based and community-driven solutions that are culturally sensitive, relevant, appropriate and responsive.*
- *Create a partnership with private and public organizations such as the Robert Wood Johnson Foundation, The National Fighting Back Program Office, Join Together, Community Anti-Drug Coalition of America (CADCA), Coalitions Against Substance Abuse (CASA), and Partnership for a Drug Free America (PDFA) and federally-funded training organizations such as Pacific Institute for Research and Evaluation, Macro, and the Circle to develop a comprehensive training program. These and other organizations could collaborate on the development of a community training design which could be implemented by training contractors which already receive federal funding for this type of training.*
- *Jointly host a National Interagency Conference on Violence and Substance Abuse which brings communities together to share collaborative and innovative strategies.*
- *Create a comprehensive, flexible funding package for capable communities and neighborhoods which are willing and ready to lessen the problems of youth, violence and substance abuse in schools and the neighborhood.*

### **THE NATIONAL FIGHTING BACK EXPERIENCE IN COMMUNITIES**

*The National Fighting Back Initiative was funded by The Robert Wood Johnson Foundation in 1989. In a unique call for proposal to cities of moderate size, The Foundation invested in a belief that communities can develop the most effective solutions for reducing the demand for alcohol and other drugs. Through a flexible funding strategy, communities were asked to come together in unprecedented ways to develop innovative and nontraditional approaches. More than 700 cities responded to the request by attending a bidders conference at Vanderbilt University and more than 320 cities submitted applications. Through a very competitive two-year planning process, the following fourteen communities were*

selected for five-year Implementation grants: San Antonio, TX; Columbia, SC; Little Rock, AR; Kansas City, MS; Northwest New Mexico; Oakland, Vallejo and Santa Barbara, CA; Milwaukee, WI; Washington, D.C.; Worcester, MA; New Haven, CN; Charlotte, NC; and Newark, NJ. A National Fighting Back Program Office at Vanderbilt University was created to oversee the fourteen community-wide strategies. Although it is too soon to predict success for the National Fighting Back Initiative, several points can be made about the community-focused approach taken by The Robert Wood Johnson Foundation:

- ★ Substance abuse, youth violence, and crime are among the top three problems facing cities. In a Leadership Forum of mayors and key decision-makers in the fourteen Fighting Back communities in March, 1993, community leaders stated that substance abuse was central to other leading problems such as crime, youth violence, economic development, deterioration of neighborhoods, inadequate education systems, and rising health care costs.
- ★ When cities and communities are given an opportunity and an incentive to work cooperatively, diverse community groups can come together around a common vision and can achieve consensus on priorities and strategies.
- ★ When given a flexible funding package, communities can and will develop innovative and creative solutions.
- ★ An integration of human service approaches, education, basic services, (i.e., community policing, neighborhood revitalization, economic development) and resident action is possible at the community and neighborhood level and early results are impressive.
- ★ An investment in whole communities and neighborhoods will encourage cooperation, innovation, and sense of community pride and spirit when traditional federal investments in agencies and services often do not.
- ★ When given the opportunity, communities will develop their own unique strategy which often does not fit national models.
- ★ Racism and issues of diversity can be lessened through strong resident involvement in neighborhood-focused approaches.
- ★ Traditional systems can change and become more responsive to residents when systems are not encumbered by funding restrictions and processes.
- ★ Faith in government and other systems can be restored when residents are directly involved in finding solutions and when strategies are developed close to home.

#### EXPECTED RESULTS FROM THIS CALL TO ACTION

- ★ A federally-assisted call to action to schools, communities, neighborhoods and residents to work cooperatively to stop violence and reduce substance abuse in our nation's cities.
- ★ Encouragement and assistance to communities to integrate schools, traditional systems and resident action at the neighborhood level to create healthy and safe communities.



- ★ Encouragement and assistance to communities to integrate traditional "human service" approaches with "basic" city services such as community policing, neighborhood revitalization, and economic development at the neighborhood level.
- ★ Unprecedented involvement of the whole community in a collective vision and development of strategies.
- ★ Stimulation of innovative and nontraditional approaches.
- ★ Stimulation of cooperation among systems and residents.
- ★ The enabling of schools, community, and neighborhood residents to exercise power.
- ★ The restoration of a sense of community, a sense of responsibility, a harmony of purpose and a sense of hope and pride among residents.
- ★ More cost-effective, comprehensive, and responsive federal approaches to community problem solving.
- ★ The restoration of faith that government and its systems can and will respond.
- ★ The rebuilding of safe and healthy neighborhoods - one neighborhood at a time.

## COMPREHENSIVE DRUG PREVENTION STRATEGIES

### INITIATING A COMMUNITY-WIDE PREVENTION EFFORT

The survey results confirm the preceding quote. Communities reported that the following key events and issues contributed to initiating a communitywide prevention effort:

Involvement of a charismatic individual

Pressure from within the community

A watershed event (e.g., death of a teen who had been driving under the influence of alcohol or other drugs)

The recommendations concerning the initiation of a communitywide prevention effort centered on the following points:

Inclusion of all groups in initial steps

Coalition building

Community assessment

Planning

Increasing community awareness

#### INCLUSION

Several questions have arisen about inclusion:

What happens if not all groups are included in the initial planning?

Can the group bring others on board as the initial group realizes that some may not have been included?

Must everyone work on the same projects?

#### COALITION BUILDING

#### COMMUNITY ASSESSMENT

**PLANNING**

The steps in planning are as follows:

Developing a shared vision (This includes a philosophy statement. A mission statement is then developed as a way to realize the vision.)

Accurately defining where you are now

Defining and developing steps to get from where you are to where you want to be, i.e., the vision (There will be long- and short-term goals with measurable objectives.)

Determining first actions.

Evaluating, modifying, improving, and adding to the original plan

**COMMUNITY AWARENESS****PROVIDING LEADERSHIP**

Leader has own agenda or vision.

Leader facilitates move from current state of affairs (as assessed/defined by the group) to one that is better (as envisioned by the group).

Leader establishes identity by taking stand(s) and solicits support of people for stand(s).

Leader sees a stand as a tool for engaging the people in doing work.

Mark of success is shown by carrying out stand: means of success is demonstrated by skillful interaction with people.

Leader facilitates sorting out values and points of view on complex issues.

Process involves responding to traditional idea of leader and providing solutions, security, and meaning.

Process involves mobilization of a group's resources to do work.\* (Face, define, and resolve its problems.)

Repeated success of leader increases dependency on leader and weakens constituents; ability to face, define, and solve problems.

Actions serve as catalysts of work, rather than solutions to problems.

Leader is successful in situations where the problem and solution (technical fix) are easily defined and available (e.g., infection-antibiotic). Leader does all the work.

When a problem is not well defined and the solution is unclear, the group (relevant community of interest) must do the work of defining and solving.

Leader accepts people's expectation (conventional wisdom) that the leader can fix things for them.

Leader goes against this expectation. Adjustments in people's attitudes are necessary.

Leadership as a position is exercised by person in authority.

Leadership is a function or activity that can be exercised at once by several people in various positions of authority.

## MAINTAINING THE MOMENTUM

**COMMUNICATION** - Many different techniques are involved in maintaining the momentum of a community prevention system after the initial phase; the following ones were most frequently reported:

- Holding regular coalition meetings**
- Providing training and education**
- Generating community support**
- Holding community-wide meetings and conferences**
- Holding retreats**
- Sponsoring activities**

## ONGOING RECRUITMENT

**ORGANIZATIONAL PROCESS ISSUES** - The system should provide for the organizational needs of the effort by:

- Providing a conflict resolution mechanism to resolve turf struggles, other power struggles, and communication issues**
- Clearly defining roles and responsibilities**
- Outlining the process for defining problems and making people aware of process.**

## ONGOING PLANNING

## PERSONAL CARE

**TRAINING AND TECHNICAL ASSISTANCE** - Training and technical assistance have been utilized by many of the communities surveyed to help maintain the momentum of the prevention system. The major types of training are:

- Prevention education for school staff**
- Basic education on AOD use for the general public**
- Prevention education for parents**
- Prevention education for teens**

**ADDITIONAL STRATEGIES** - Some final recommendations for maintaining momentum include the following:

**Keep the public informed:** publicize results and successes, but avoid exaggeration.

**Anticipate the future political climate,** because it may affect the community prevention system.

**Celebrate successes and plan some type of major annual event.**

**Acknowledge participation of key individuals, resources, and target audiences and systems.**

**Ensure adequate resources through a variety of funding sources.** (Resources will be discussed in a later section.)

**Be open to feedback and willing to modify strategies and activities.**

**Continue assessment, evaluation, and feedback concerning program needs and leadership.** Additional information on this topic is provided in the section "Assessing the Impact of Prevention Efforts."

## **PROBLEM AREAS**

### **IMPLEMENTING ACTIVITIES**

#### **WITHIN A SYSTEM**

Information

Development of life skills

Creation of alternatives

Influencing of policy

Cultural promotion

Crisis prevention

#### **GUIDES FOR CHOOSING PREVENTION ACTIVITIES**

##### **RISK FACTORS**

##### **RESILIENCY FACTORS**

##### **DEVELOPMENTAL STAGES**

##### **LESSONS FROM PREVENTION PROGRAMS**

Lessons from successful programs:

Put first thing first

High-risk, hard to reach people will not flock to your program just because you open your doors.

There is a comprehensive array of services.

Access to services is easy and direct.

Staff must know their clients.

Resources must be concentrated; an anemic program is likely to be ineffective.

Only risk and resiliency factors that can be changed should be targeted.

Intervention starts early and is sustained.

The focus of programs narrows as youth get older.

There are stable, caring adults role models and surrogate parents.

The extent of parental involvement in child and adolescent programs.

Involvement of the school system is a part of almost every successful program.

Effective school based prevention programs have attributes that may be generalizable to other settings.

Staff are worthy of trust and respect.

Success depends on recruiting and training a committed staff.

A high level of program structure has been consistently related to program effectiveness.

Environmental policy changes can significantly affect prevention program outcomes.

#### FALLACIES

##### (LESSONS FROM UNSUCCESSFUL PREVENTION PROGRAMS)

A one-shot intervention will produce immediate success if the right scheme can be found.

Whatever works for middle-class people should work for everybody.

If only someone were smart enough to devise the right incentives, or the right magical something, it could all be done inexpensively - solutions without sacrifice, miracles that change outcomes without cost to the taxpayers.

Simple educational programs change behaviors. (To the contrary, they may increase the odds that program participants will use illicit substances.)

Parent involvement programs, "Just Say No" clubs, mass media campaigns, and activity programs are effective when provided alone. (Without aggressive outreach and comprehensive prevention-intervention activities, these popular programs generally do not show much effect on high-risk, hard-to-reach youths and families.)

Alternative programs that engage youth in nondrug recreational activities prevent alcohol and other drug use. (Alternative programs that teach life skills and that include AOD use prevention messages may in fact have a desirable effect on use (Tobler 1986).)

An effective program can be replicated and diluted at the same time. (There are powerful pressures to dissect a successful program and select one part to be continued in isolation or to replicate a program in a new setting. The most successful practices do not lend themselves to mechanical or even rapid transfer from one setting to another.)

There are teacher-proof curriculums no more possible than community-proof or people-proof programs in any field of human services.

#### CONCLUSION

#### BUILDING RESOURCES

##### FUNDING

Foundations

Corporations

Civic or service organizations

Local, State, and Federal governments

Legislative and special appropriations

Taxes

In-Kind contributions (facilities, goods, services)

**HUMAN CAPITAL**

Law enforcement personnel  
 College and university students and faculty  
 Volunteers  
 Youth  
 Senior Citizens  
 Religious organizations  
 VISTA (Volunteers in Service to America) workers  
 Elected officials  
 Business executives and employees  
 Health and mental health personnel  
 Parents  
 Schools  
 Ethnic and racial organizations

**GENERAL RECOMMENDATIONS**

Carry out awareness campaigns and initiate local ownership-building strategies to help secure support.  
 Encourage, support, and, if possible, facilitate coordinated efforts among Federal, State and local levels.  
 Establish a resources committee to investigate in-kind services, training, and technical assistance.  
 Be sensitive to various technical assistance needs in different stages of development.  
 Make sure there is a process of accountability (auditing) for all resources.  
 Do not restrict thinking and dreams. Examine all resource possibilities. Be creative.  
  
 Do not be afraid to hear "No." Role-play requests as a part of training.  
 Know what you are asking for. Have well-established goals, plans, budgets, and time lines. Identify resources.  
 Network. Do your homework.  
 Gain community acceptance and endorsement from key community leaders to accrue resources for program maintenance.  
 Develop policies that support the integration of prevention into existing systems, including education and health care (doctors, nurses, social workers, and psychologists), in the treatment network.  
 Study the conflict-of-interest issue and consider establishing policies regarding funding sources before developing a funding plan. This would include establishing a policy on potential support from the tobacco or alcoholic beverage industry.

**ASSESSING THE IMPACT OF PREVENTION EFFORTS****EVALUATION APPROACHES AND PROGRAM DEVELOPMENT****FORMAL RESEARCH****MONITORING AND ACCOUNTABILITY****PROGRAM SELF-ASSESSMENT**

## DEVELOPING PARTNERSHIPS: COOPERATION, COORDINATION, AND COLLABORATION

A number of the communities surveyed reported notable examples of organizational cooperation, evidenced by

Sharing resources, facilities, and volunteers

Conducting programs and activities.

Cosponsoring conferences and meetings

Sharing training and education

Some of the problems reported that have indicated a lack of cooperation include

Turf fights and competition for credit

Philosophical differences

Denial or lack of awareness or denial

Personality or attitude differences

Competition for scarce resources

Short-term interest only

Conflict of business or religious values with effort

This section identifies the processes that, when put into action, will facilitate partnership development.

Process for cooperation, coordination, and collaboration must do the following:

Develop ongoing mechanisms for maintaining positive working relationships, team building, conflict resolution, and networking. (This may include requesting technical assistance or training from resources outside the community.)

Plan for and be sensitive to barriers such as turf issues and denial. (These issues can be ameliorated by finding and cultivating common ground among the organizations.)

Develop a means to formally and clearly identify roles and responsibilities.

Take time to foster a sense of trust and credibility among the programs through open, regular communication and team-building activities.

Encourage the consolidation of shared resources to maximize them and decrease potential duplication of effort.

Encourage speaking with one voice and communicating a shared vision.

Collaboration results in a power that is a legitimate tool for social change. Remember to use peer pressure and the strength and momentum of the group to encourage participation.

Here are two more concrete suggestions:

Conduct an assessment of community resources and publish a manual that includes a description of organizations and contact persons. (This resource manual can also help your community identify gaps in services. The information will help the community establish a common mission statement, policies, and procedures.)

Investigate, secure, and nurture formal and informal alliances such as volunteers and professionals; public and private; national, State, and local; and youth and adult.

## **CONSUMER EMPOWERMENT "PUTTING OUR MONEY WHERE OUR MOUTH IS"**

**REQUEST FOR PROPOSAL** - San Antonio Fighting Back believes that the solutions to many community problems are located within the community. Oftentimes service providers will do "to and for the community" but seldom "with" the community. Therefore, San Antonio Fighting Back decided to take a big risk and truly empower the community to solve its own problems by providing funding to community groups to propose programs to address community needs.

This past month San Antonio Fighting Back began the process of allocating \$200,000 to \$400,000 to grassroots and community based organizations to develop programs and other relevant trainings to increase the capacity of the community to solve its own problems. All barriers were removed that would exclude participation in this funding process including conducting a grant writing and proposal development training simultaneously with the explanation of the RFP process. Over 190 people participated in this community workshop because they felt that San Antonio Fighting Back is willing to "put their money where their mouth is."

In addition to allocating dollars, San Antonio Fighting Back will provide technical assistance to the organizations or groups that are funded to increase their capacity to serve the community and become



## **COMMUNITY-FOCUSED STRATEGIES**

- Cultural enhancement programs
- Orientation to community services
- Rites of passage
- Positive, non-drug using youth groups
- Community service activities
- Community media education activities
- Safe haven activities
- Mentoring

## **SCHOOL-RELATED STRATEGIES**

- School teaching reform/cooperative education
- School alcohol and drug policy activities
- Academic tutoring and homework support activities
- Educational expectations activities
- Ombudsman/advocate

## **FAMILY-RELATED STRATEGIES**

- Family therapy
- Family skills training
- Play therapy
- Parent training programs
- Parent involvement programs

## SUCCESSFUL PROGRAMS

- \* *A broad spectrum of services is offered to cover the multiple needs of clients.*
- \* *Program structures and staff are flexible, so that the individual needs of clients are met.*
- \* *An ecological approach is used for helping high-risk children that recognizes the influences of the family and surrounding socioeconomic and physical environments.*
- \* *Services provided are coherent, accessible, and easy to use.*
- \* *Barriers of cost, culture, language, an inadequate transportation are eliminated - these hindrances prevent many poor people from getting the help they need.*
- \* *Staff members care about clients, have the time to provide intensive help, and are able to win clients' trust.*

## CULTURAL SENSITIVITY CHECKLIST

In designing drug prevention programs/activities, have you

- \_\_\_ Identified the major cultures that exist in the community?
- \_\_\_ Invited the participation of representatives from these different cultures?
- \_\_\_ presented learning opportunities for the coalition to become knowledgeable about particular cultures? (cultural literacy)
- \_\_\_ examined the attitude and approach of coalition members toward persons of different cultures? (cultural sensitivity)
- \_\_\_ designed programming/activities that will meet the needs of particular cultures? (cultural relevancy)

## POINTS TO CONSIDER REGARDING ENHANCED CULTURAL SENSITIVITY:

- Drug education materials should be culturally appropriate.
- Educators from that culture should have input into program/activities design and delivery.
- The family should be included in activities recognizing the role of the extended family, differences in husband/wife and family relationships, and male/female roles.
- Drug-free prevention activities should take into account such things as economic conditions, literacy level, transportation needs, child care needs, and religious affiliation.
- The prevention program must identify the political structure of the community and the ethnic group served.
- The community must "own" the problem and the program. The target population must define "who they are" and identify needs and resources that exist within the community.
- The overall plan developed by the community coalition should identify the people served and should reflect the values of these cultures.
- Program design should accept the cultural world view of the community. Celebrate the wisdom and knowledge of the culture in the program. Recognize that the thought patterns, beliefs, and attitudes may be different, but are important and therefore influence the way the community views problems and address solutions.
- Places where meetings/activities are held must be ones in which different cultures are comfortable. Initial comfort level can be enhanced by ethnic art that reflects the positive aspects of the culture, and by staff that reflects the culture and community being served.
- Every effort should be made to provide programs/activities within the neighborhood. If this is not possible, then care must be taken to make sure that participants are comfortable going to another location.
- \*\*\*\*\* Volunteers should reflect the culture of the neighborhood where they work.
- Recognize that differences within and between cultures is important. Accept the fact that cultural differences exist and affect the delivery and acceptance of prevention programs.
- Recognize that the dignity of a person is not separate from the dignity of his/her race/culture or the people within that cultural community.

Senator DODD. I'm going to accuse you of collaborating with Henry Cisneros in a minute.

Ms. WATTS-DAVIS. He is a good friend.

Senator DODD. I sit on the Committee on Banking, and Henry comes before us—he's an old friend of mine—and he has the same message. And I must just tell you that in the Clinton administration, HUD and Labor and Education are coming together, and they are really making a concerted effort in understanding what has been a patchwork approach rather than what I call a seamless garment kind of approach. While it is different departments here, it's a waste of money to have a lot of efforts go on when there isn't the kind of coordination, and there isn't the entirety of a community, using "community" in the most generic definition of the word, the community of Washington as well as the community of San Antonio working together.

Ms. WATTS-DAVIS. That's right.

Senator DODD. So it is critically important.

I'll vote and come right back, and we'll finish up with you, Tom. I apologize. Hopefully, this is the last vote.

[Recess.]

Senator DODD. Tom.

Ms. WATTS-DAVIS. Senator, after my colleague finishes, I did want to come back and make a couple more points—when we finish.

Senator DODD. Go ahead, Tom.

Mr. RODERICK. Senator Dodd, I very much appreciate the opportunity to testify before you today.

You have heard a lot of stories today. I am going to begin with a true story about three young people whom I'll call Yvette, Sandra, and Johnny.

It begins with gossip. Yvette hears that Sandra and Johnny are saying things behind her back. As the days go by, the tension rises. There is whispering, rolling of eyes, angry looks in the hallway. Then Yvette decides to take the matter into her own hands. She shows up at Sandra's house on Saturday with a knife and some friends to back her up.

On Monday, when the girls come to school, stories of the incident spread quickly and reach some of the school's trained peer mediators. Yvette and Sandra agree to mediation. After a 2-hour session with the student mediators, the girls work through their conflict, which they discover had a lot to do with some misunderstandings deliberately sown by a mutual "friend."

Yvette and Sandra will never be best friends, but the violence has been avoided, and this particular issue has been settled for good.

Now, the student mediators who helped Yvette and Sandra are participants in the Resolving Conflict Creatively Program, a collaborative effort of my organization, Educators for Social Responsibility, and the New York City Public Schools.

The Resolving Conflict Creatively Program is a comprehensive program in conflict resolution and intercultural understanding for grades K through 12. It began in 1985, with 20 teachers from three schools in Brooklyn. It now involves 2,000 teachers and 50,000 youngsters from 120 schools throughout New York City. And our

work is being piloted in four other school systems outside of New York—Anchorage, AL; New Orleans; Vista, CA, and South Orange-Maplewood, NJ.

The Resolving Conflict Creatively Program is one of the largest school-based conflict resolution programs in the country, and it is part of a growing movement that seeks to educate a generation of young people in creative nonviolent problem-solving.

The core of the program is intensive training and support for teachers as they give classroom lessons in conflict resolution and intercultural understanding to their students, based on a curriculum that we have developed. And we work closely with school administrators and parents to help them learn alternatives to violence, and in many schools, we also run peer mediation programs.

School violence generally happens between people who know each other. Arguments that could be solved peaceably can turn deadly when the participants lack some essential tools—expressing your feelings without putting the other person down; listening well; negotiating; appreciating differences. These are tools that the Resolving Conflict Creatively Program tries to provide.

The program's positive impact has been indicated in initial assessments conducted by Metis Associates, an independent evaluator. Teachers reported fewer fights, less verbal abuse, and more caring behavior on the part of their students.

Just this week, we got wonderful news that we'll be able to do a much more extensive evaluation of the program with the help of a grant from the Centers for Disease Control. While there is a great deal of anecdotal evidence that teaching young people conflict resolution skills makes a difference, the existing scientific evidence, as Rodney Hammond said, is scanty. We hope our evaluation study will help change this and provide a wealth of data for policymakers and practitioners.

But while we wait for that data—and our study is a 3-year study—we don't have the luxury of doing nothing. There is already more than enough anecdotal evidence that these programs work, and so it is very important that the Federal Government and the private foundations continue to support promising work in this field.

So we are very pleased that the Safe Schools Act has been introduced, and with your support for it, and especially with the aspects of the bill that emphasize preventive activity such as peer mediation and classroom instruction in conflict resolution.

As the Federal Government begins to get involved and seeks ways to make schools safer and healthier learning places for our young people, there are a few things that I would like you to keep in mind from my experience in the field over the last 8 years.

The first is—and this is sometimes the hardest thing for us to get across to school officials and funders—bringing conflict resolution into schools is a painstaking and labor-intensive job. It involves changing teachers' attitudes about conflict and how to deal with it, because the adults have to model the skills that they are trying to teach to the children. Both teachers and students need a lot of practice and constant reinforcement once they have learned the skills, and school administrators need to be committed to the

programs, fully trained and involved themselves in the conflict resolution program.

What this means is that you can't sort of parachute conflict resolution into a school. It requires resources and time, and it requires change on all levels. Adults have to change, students have to change, and the institution of the school needs to change. This means a generous amount of training for teachers. Our introductory courses are 25 hours long, and we have consultants who visit the teachers throughout the year to help them put the program into effect in their classrooms.

Of course, we know that money is tight, but as other people have pointed out, the cost of a conflict resolution program is small compared certainly with the human cost of picking up the pieces after a violent incident, but also as Madeleine Kunin said, the monetary cost of hospital bills and legal fees and costs of incarceration.

So that is my first point, that bringing conflict resolution into schools is painstaking, labor-intensive, and we need to provide the resources to do it right.

The second point is that conflict resolution is not only for so-called high-risk youth. These are skills we all need as citizens of a democratic society; whether we live in the suburbs or the city, whether we grow up to be a factory worker or President of the United States, these are essential skills. We all work in groups in our workplaces, with people who are different from ourselves; we live in families; all places where conflict is part of life and where conflict resolution skills are vital.

Conflict resolution is a critical skill for all citizens in a democracy, especially one to which the entire world is looking for leadership. We all need to be better at hearing others' needs, at negotiating, and at looking for win-win solutions. And we all need to make the commitment to play an active role as peacemakers in whatever area we can, whether it is in Congress or in our homes or in our cities.

For all these reasons, conflict resolution should be at the core of what we are teaching all of our children—not an add-on or a sidelight. If every child in the United States grew up learning these lessons, it would mean a lot less suffering and a lot more fun for everybody, not only in this country but all over the world.

The third point is that public-private collaborations work. The Resolving Conflict Creatively Program has flourished in part because it is a collaboration of a public agency, the New York City Public Schools, and a nonprofit organization, Educators for Social Responsibility.

Our experience is that school systems need outside expertise to prepare their staffs to teach these new skills and ideas to students. And by the way, the ESR has also been able to raise a lot of private money to sort of supplement the public funds and make the program really work.

Community-based organizations have played a crucial role as visionaries and practitioners in this national movement for non-violent conflict resolution. And as the Federal Government gets more involved, please don't leave us out of the planning. Community-based organizations have a tremendous amount of experience,

insight and expertise to contribute to shaping public policy in this field.

Finally, I just want to say what we all know, that the school-based conflict resolution programs are not panaceas. On the basis of my experience teaching conflict resolution in the schools for the past 8 years, I have come to the conclusion that nonviolent conflict resolution is a skill and a way of life that every child should learn in school. But it is important to see these programs for what they are. They are educational programs whose primary focus is not preventing crime, because most of our young people are not going to grow up to be criminals, but giving all of our young people life skills essential for citizens in a democracy.

These programs are not panaceas for reducing violence in school or out. The root causes for violence in the United States include the easy availability of handguns, the loss of many decent-paying blue-collar jobs and their replacement with low-level service jobs or no jobs at all, Federal policies that have cut programs and squeezed institutions that provided some measure of hope in inner city neighborhoods, and schools that are too large and too anonymous, and the glorification of mayhem in the movies and on television. All those things are root causes of violence.

Conflict resolution programs cannot be seen as substitutes for schools that work or for a society that respects its young people regardless of their race or class.

When I visit schools and meet with student mediators, I am often deeply moved by their stories. They openly share their frustrations—and there are many, for being a peacemaker is no easier for a child than for an adult. They also talk with pride about how they have helped two angry friends become friends again, or how they have used their skills at home when their parents were arguing, or how they have internalized the mediation process and begun to use it on themselves when they get into conflicts. They are doing their part to create a world where respect and civility is more possible, and they need and deserve our full support.

Thank you.

[The prepared statement of Mr. Roderick follows:]

#### PREPARED STATEMENT OF TOM RODERICK

It started with gossip. Yvette heard that Sandra and Johnny were saying things about her behind her back. In the hallway there were angry looks, whispers, rumors. Then Yvette decided to act: she showed up at Sandra's building on Saturday armed with a knife and several friends to back her up.

On Monday, when the girls came to school, stories of the incident spread quickly, reaching some of their school's trained peer mediators. Yvette and Sandra agreed to mediation. After a two-hour session with the student mediators, the girls worked through their conflict, which they discovered had much of its source in misunderstandings deliberately sown by a mutual "friend." Yvette and Sandra will never be best friends, but violence was avoided, and this particular issue was settled, for good.

The student mediators who helped Yvette and Sandra (not their real names) are participants in the Resolving Conflict Creatively Program (RCCP), a collaborative effort of Educators for Social Responsibility and the New York City Public Schools.

The Resolving Conflict Creatively Program is a comprehensive K-12 program in conflict resolution and intercultural understanding. It began in 1985 with 20 teachers from three schools in Brooklyn's Community School District 15. After three-and-a-half years of careful development in District 15, the Program began to expand to other New York City school districts. During the 1992-93 school year, the Program involved 2,000 teachers and 50,000 youngsters from 120 schools throughout New

York City. Our work is also being piloted by four school systems outside of New York City: Anchorage, Alaska; New Orleans, Louisiana; Vista, California; and South Orange-Maplewood, New Jersey.

One of the largest school-based conflict resolution programs in the country, the Resolving Conflict Creatively Program is part of a growing movement that seeks to educate a generation of young people in creative, nonviolent ways of dealing with conflict.

At the core of our program is intensive training and support for teachers in the knowledge, skills, and attitudes of conflict resolution and intercultural understanding, based on a special curriculum. We work closely with school administrators and parents to involve them in the effort to learn alternatives to violence. In many schools, we also run peer mediation programs.

School violence generally happens between people who know each other. Arguments that could be solved peaceably can turn deadly when the participants lack some essential tools—expressing feelings, listening skills, negotiating skills, appreciating differences. These are the tools the RCCP is designed to provide.

The Program's positive impact has been indicated in initial assessments conducted by Metis Associates, an independent evaluator. Teachers reported fewer fights, less verbal abuse, and more caring behavior on the part of their students.

Earlier this week, we learned that we will be able to conduct a much more extensive evaluation of the Program with the help of a grant from the Centers for Disease Control. While there is a great deal of anecdotal evidence that teaching young people conflict resolution skills makes a difference, the existing scientific evidence is scanty. We hope our evaluation study will help to change this, and provide a wealth of data for policy makers and practitioners.

And yet, we don't have the luxury of waiting until all of the evaluation data are in to make a real investment in programs such as Resolving Conflict Creatively. There is already more than enough anecdotal evidence to suggest that these efforts hold great promise. Public agencies and private foundations need to support good work in the field while simultaneously promoting solid evaluations of these efforts. We are very pleased that the U.S. Department of Education is strongly supporting the Safe Schools Act of 1993 with its emphasis on preventative activities such as peer mediation and classroom instruction in conflict resolution.

As the federal government seeks ways to make schools safer and healthier learning places for our young people, here are some things to keep in mind, based on my experience in the field during the past eight years:

1. Bringing conflict resolution into schools is a painstaking and labor-intensive job. It involves changing teachers' attitudes about conflict and how to deal with it—because adults must model the skills they are trying to teach. Both teachers and students need a lot of practice and constant reinforcement once they've learned the new skills. School administrators need to be on board, fully trained and involved themselves in the conflict resolution program.

What this means is that conflict resolution cannot be parachuted into a school. It requires resources and time. And it requires change on all levels—adults, students, and whole institutions.

Of course money is tight. But the cost of a conflict resolution program is small compared to the costs of picking up the pieces after a violent incident: hospital bills, legal fees, the cost of incarceration.

2. Conflict resolution is not only for "high-risk" youth. These are skills we all need, as citizens of a democratic society. Whether you live in the suburb or the city, whether you'll grow up to be a factory worker or the president of the United States, these are essential skills. We work in groups, with people who are different from ourselves, we live in families—all places where conflict resolution skills are vital.

Conflict resolution is a critical skill for all citizens in a democracy—especially one to which the entire world is looking for leadership! We all need to be better at hearing others' needs, at negotiating, at looking for win-win solutions. We need to understand and appreciate people from backgrounds different from our own. We need to learn to apply these basic concepts and skills to conflicts between nations as well as conflicts between individuals. We need to play an active role as peacemakers in our homes, our cities, the nation, the world.

For all these reasons, conflict resolution should be at the center of what we teach our kids, not a sidelight. If every child in the United States grew up learning these lessons, it would mean a lot less suffering and a lot more fun—for everybody, all over the world.

3. Public-private collaborations work. The RCCP has flourished in part because it is a collaboration of a public agency and a nonprofit organization, Educators for Social Responsibility. Our experience is that school systems need outside expertise to prepare their staffs to teach these new skills and ideas to students. ESR has also



been able to raise a good deal of private money to maintain the integrity of the program, even in the face of budget cuts.

Community-based organizations have played a crucial role as visionaries and practitioners in the national movement for school-based violence prevention and conflict resolution. As the federal government gets more involved in providing support and shaping policy, please don't leave us out. Community-based organizations have much experience, insight, and expertise to contribute to the process of shaping public policy in this field.

4. Finally, school-based conflict resolution is not a panacea. On the basis of my experience teaching conflict resolution in schools for the past eight years, I have come to the conclusion that nonviolent conflict resolution is a skill and a way of life that every child should learn in school. But it's important to see school-based conflict resolution programs for what they are: educational programs whose primary focus is not preventing crime (for most of our young people are not at risk of becoming criminals), but giving all of our young people life skills essential for citizens of a democracy and of a world that is growing ever smaller and more interdependent.

These programs are not panaceas for reducing violence—in school or out. The root causes of violence in the U.S. include: the easy availability of handguns, the loss of many decent-paying blue-collar jobs and their replacement with low-level service jobs, federal policies that have cut programs and squeezed institutions that provided some measure of hope in inner-city neighborhoods, schools that are too large and too anonymous, and the glorification of mayhem in the movies and on television.

Conflict resolution programs are not substitutes for schools that work or a society that respects its young people regardless of their race or class.

When I visit schools and meet with student mediators, I am often deeply moved by their stories. They openly share their frustrations—and there are many, for being a peacemaker is no easier for a child than for an adult. But they also talk with pride about how they have helped two angry children become friends, or how they have used their skills at home when their

parents were arguing, or how they have internalized the mediation process and use it on themselves when they get into conflicts. They are doing their part to create a world where love is a little more possible. They need and deserve our support!

Senator DODD. I thank all three of you. You have had so much experience in all of this that I would hope that my questions or the questions that others submit to you in writing don't seem terribly naive. Many of us are somewhat new to this subject, except to the extent of being aware of it and of having struggled in our own way to try to understand it better.

Let me just mention first of all, I have introduced a bill called the Nonviolent Futures for Children Act. We put it in last week, and it emphasizes the partnership concept between the Federal Government, schools, and community-based organizations to combat violence in schools and communities. And again, no one of these strategies are total panaceas, but it is an effort anyway to see that some of those resources start to move in that direction.

One of the things that occurred to me is that we just passed and the President signed into law this week the National and Community Service Trust Act. It is a scaled-down version of what he initially envisioned, but nonetheless \$1.5 billion to put an awful lot of people to work as volunteers in our society. I think it may be worth our while to begin immediately to look at this problem. Here is a real problem we've got, and a lot of young people who want to help. I say this to kids, but I don't care how well-intentioned I am, I know that when I walk into these schools, they look at me, a gray-haired, pinstriped, white-faced Senator, and with all due respect to me, it doesn't line up. They ought to have some younger person talk to them who could just do so much better of a job. Part of my lecture to these kids is that, "You can do a lot more than I can ever do if you're just willing to give a little time."

Maybe we ought to talk to Eli Segal and others who will be heading up the national service effort to see if we can't dedicate some of these resources and personnel immediately in this area. So there is an example of a good partnership, if you will; there is a pool of talent, hopefully, that is out there that we could tie together. So you might bring that in as an idea.

You may have heard me mention to Madeleine Kunin the idea of using high technology to share new ideas with audiences in a more targeted way. I mean, if it's Monday night football and a forum on violence on the television—and I guess I shouldn't admit this here I should say that I'm going to sit down and listen to a discussion of a panel of people—but I'm probably going to flip on the Monday night football. And I may be more willing to listen to the forum than most, I suppose. Whereas if we could get those forums to come in and utilize the existing technologies in the schools, in settings where people are more inclined to pay attention, and an audience that is more targeted—I don't know if that makes any sense to you, but it seems like it could be helpful to me.

And my question for you, Dr. Hammond, was along those lines. What role could the Federal Government play in disseminating successful strategies—because the government is a perfect clearing-house, in many ways. We have the resources to make people aware.

That is one thought I had, but maybe you'd have some additional thoughts on what role we can play, how effective can we actually be in the dissemination of good strategies.

Mr. HAMMOND. The truthful answer is I don't know how effective you can be. I think it would be a tragedy not to try to be as effective as is possible. There is a lot of information in desperate forums about violence prevention and interventions, some of it stimulated by work as much as 5 or 6 years ago in the various major departments, like Health and Human Services. Yet we have some difficulty even getting it shared among fellow researchers sometimes, let alone the members of the general public.

One thing that occurred to me with respect to this legislation is if there could be some way to devote some of the resources to promoting training at the community level, to—I don't know whether it would be to provide technical assistance to the schools or community agencies—that would be of a sort that would allow them to be exposed to the people in other locales that have developed programs which already seem to be making a difference and to spend some time in not only divulging information; much more than that is needed. The people need the know-how to provide violence prevention effectively. They need actually training in sort of a skills sense. They need to be more than just informed about it.

Senator DODD. I agree.

Mr. HAMMOND. And then second, to provide some resources to really do what you are saying, to increase the capability of providers of violence prevention programs to make their techniques, programs, and services more accessible and user-friendly to other settings.

So that is rather general, and I do understand and appreciate your point, but I think that some encouragement for training is—

Senator DODD. Couldn't some of that even be done—and again, we're looking at scarce dollars—but through the interactive television, for instance——

Mr. HAMMOND. That is a possibility.

Senator DODD. —where there is a discussion—let's say on Monday at 4 o'clock in the afternoon, you're going to ask the faculties of 300 schools to sit down for an hour or two and engage in a training program. That's not the same as sitting across the table from someone, but——

Ms. WATTS-DAVIS. Senator, I was going to say that that can work and it has worked. We did that in probably one of the largest school districts in Texas. Actually, in this case, it was a presentation. And what I was going to say was when you talk about the cost, and when I talked about being cost-effective, I think one of the things we need to draw on is the fact that the Federal Government already has contracts with certain organizations like The Circle, Macro, the Pacific Institute for Research and Evaluation, and they are already doing this type of training.

So what you may want to look at is, as opposed to developing a brand new contract, dealing with these already existing organizations who are already doing this training already for you, many of whom came out of the Drug-Free Schools and Communities training programs, which were training coalitions from the very beginning, to utilize them to work with partnerships, to help communities build their capacity with which to deal with these, and identify local resources, which I think is really key in any training when you are building capable communities, to help people be very innovative in identifying resources.

I wanted to share an example with you. In San Antonio, we have five military bases. They said, "We've got to do demand reduction, and we don't know what we're doing to do." I must say to you that as of to date, there are 320 military people in our schools as mentors. They have built a baseball field for us in our public housing development, and they are doing the demolition on 30 crack houses, where we'll be putting up new homes.

So what I am saying is that was an existing resource, and we got creative. But again, the training was very important for us to break that mold and think clearly to realize that, gosh, the resources are right here; how can we utilize them better?

So I agree; I think a national training—and it is in there. Something else for the Federal Government to realize is that partnerships with foundations like Robert Wood Johnson, who fund the Fighting Back program, the Mott Foundation, and the Ford Foundation, they are already putting together a group of foundations who want to fund this area. I think again, that is another source of funding that helps bridge the gap for what you can't do with Federal moneys that you can do with private dollars.

Senator DODD. Yes.

Mr. HAMMOND. I would just share an anecdote of our frustration and small success in trying to disseminate the skills that I talked about earlier to the parents of the children outside of the school.

It's good news and bad news. The good news is that for those children whose parents we were able to bring from the community into the process in the schools, who found it compelling enough to

get started, you got the most dramatic successes in violence prevention.

The inducements we used were simply going into the homes and saying, these are some things that are going on in the school that your son or daughter is involved in, and we'd like you to get more of a first-hand look at it. So if you are amenable, we'd like for you to come on and join us in one of these groups—and oh, by the way, we're offering a one-time-only coupon for a discount on your groceries if you complete all five meetings.

Approximately one-third of the parents—and again, we're talking about a community that is desperately poor, and there are a lot of problems that parents have to contend with—were induced by that to get started.

But I still am concerned that we did not reach the majority of our parents, and it appears to me that for those that we did not reach, there were far more powerful inducements for their attention than what we had to offer. And I am not sure of what technology just yet would help us to reach that.

Senator DODD. I'm going to digress a little bit here, but it relates to the same subject, and it's the same question. Where do people get information, the two-thirds that didn't show up? What are they watching? What are they listening to? We do these surveys all the time—but I think we miss people and I realize it is a hard group of citizens to identify and that normal polling techniques may not work. That's why I am always a little suspicious of surveys, because I don't think significant segments of our population are ever properly surveyed, so when they predict results in voting patterns, in tastes, and so forth, there is a substantial part of the American public that doesn't necessarily have a phone, or isn't necessarily home and so forth.

I have said in anger, I guess, or in frustration in the past—if we can market products to such an extent that people are actually willing to do harm to one another to steal a pair of sneakers, why can't we market education? That same mind that sat down and figured out how to sell a Nike sneaker, why can't we tap into that guy to write an ad on how you sell nonviolence and education?

So what programs are people watching and listening to that we can say to these networks, to Madison Avenue, "Do you really want to do something worthwhile? You tell us you want to help. Get the guy who wrote that ad and see if he won't do a similar ad for us on this subject. And would you give us 5 hours, 10 hours a week, or a month, in which you would put these things on and promote them?"

You'll do more in reaching people that way—maybe get Charles Barclay to come on and say, "I really didn't mean that I'm not supposed to be a role model. You're not supposed to be a role model in every aspect of your life, but let me tell you someplace where I think you ought to be."

I mean, there are ways in which we can reach people, it seems to me, with all the talent in this country. My God, we reach them every day. We are the masters in the world in terms of our ability to convince people to eat certain things, dress certain ways, look certain ways. And our unwillingness or inability to tap into those very resources, to begin to have some impact on that constituency

that we all want to reach in forums, in talks, in gatherings, and so forth, it seems to me we're missing something.

Maybe I'm overstating it, but—

Ms. WATTS-DAVIS. No, Senator. I will share with you, we got very creative, and I have to give credit to our young people, because we asked them what would be ways for us to reach them. And there were things that came forth in terms of reaching the adult African American population in San Antonio. One suggestion was to put information on the cars that were parked at churches on Sunday, so everybody got it.

Second, with the foot patrols, one of their primary duties is to distribute information. So people have now begun to look forward to the foot patrol coming, and they get on the phone and talk to each other now.

Third—and this was really amazing with the young people, and I would never have thought of this—our young people started putting it on the walls of the locker room of the boys' gym, the locker room of the girls gym, and at this place where they all hang out, right by the telephone.

What I'm saying is that we aren't thinking how they think in terms of the audience that they are reaching. And again, one of the things I want to say is that in this whole process as you all are deliberating over this bill, you may want to have, if you can, a youth group, and use them as resources.

We asked them for a gang and drug prevention program, and we told them we'd fund it, and for them to come up with an idea. They came up with this idea called "Dive-in Movies." And I asked, how is that gang and drug prevention?

What it was—we have one swimming pool in this area, and they got the police athletic league to donate innertubes; they blow them up, put them in the pool, and they dive into the pool and watch movies all night long.

And I asked, well, how is that gang and drug prevention? And they said, "Ms. Davis, when you get in the pool, if you have any drugs on you, it doesn't matter, because they're all wet, and they're not going to be good anymore. Two, you can't fight in the water. Three, it's in such an open area that if anybody is doing anything, you can tell real fast. And four, we charged a quarter, and we made money legally."

It was the most effective thing—but they came up with it. Do you know what I'm saying?

Senator DODD. Yes.

Ms. WATTS-DAVIS. So what I have learned is that the things I would think about—they have been very innovative in helping us. In fact, they designed the commercials that we show, and we've had a tremendous response in terms of young people changing their attitudes about whether it is cool or not cool to do certain things, and they designed those ads.

It was something that I would have never thought about.

Senator DODD. Yes, they understand that point of view, and we try and try. Our bill, the one I just mentioned, the Nonviolent Futures for Children, encourages schools to work with youth themselves in coming up with the prevention programs. So we have already included that in the legislation.

In New Haven, at Hill House High—and it is not limited to one high school; in fact, the two major high schools are included—there are alternatives to gangs. One is Zulu Nation, and the other is Elm City Nation. I was meeting with them and I thought, oh, boy, these are going to be the real dweebs, but they were actually very good. The kids were snappy, and these groups have become sort of the place to be. And you can tell—these kids aren't the ones who are sitting there looking over their physics books and having chess tournaments in the afternoon. I mean, they're listening to rap music and everything else, and it has become the attractive alternative, or at least, an alternative, because they understand the psychology of the gang. It is the family, as they say. In the absence of someplace to get together with peers, the gang becomes the place, and then once you're in, it's hard to get out, and the peer pressure takes over.

So again, it is stating the obvious, I guess; some of the answers are right there in front of us, and it's just a question of tapping into it effectively.

Tom?

Mr. RODERICK. The same thing happens with our peer mediation programs. It creates a norm in the school where even first-graders are saying, "I want to be a peer mediator when I get older." So it does the same thing.

I wanted to go back to your question, though, about what role the Federal Government could play in disseminating good strategies. It seems to me that the legislation and the money that goes with it gives good leverage for doing that; that somehow, if the second year funding could be contingent on the school officials coming to conferences, either in Washington or regional conferences, where exciting alternative kinds of strategies would be presented, and then their re-funding would be contingent on their developing an exciting plan to incorporate it.

Senator DODD. We require a comprehensive plan. After the first year, they have got to have a comprehensive strategy. What you are saying is that they may now know how to get from that point, from point A to point B.

Mr. RODERICK. Exactly.

Senator DODD. And that providing a forum where they can actually see different strategies, that's a good idea?

Mr. RODERICK. Yes, conferences and other ways of getting the word out about the concerns.

Senator DODD. Jane Alexander was here for her confirmation hearings to be chairman of the National Endowment for the Arts. At Hartford High, Weaver High, and Buckley High, our inner city high schools in Hartford, I went by and witnessed something they are doing very creatively, that is, using drama. The high school students write their own plays about conflict resolution. They are just little one-act plays, but they go around to the middle schools and the elementary schools and they have conjured up often something that really did happen, and they write a script and act it out, and it's fun. They have done a good job of it.

The least funded aspect of the National Endowment for the Arts is in the folk arts area. That gets the least amount of support within the NEA. And I am sympathetic that everybody is grabbing for



dollars. But folks arts, for ethnic groups and so forth, can be first of all a tremendous way to support that activity. But I would think this idea would be a natural and normal way to provide some resources to encourage within the school systems conflict resolution through something that's fun to do and that captures attention, other than a lecture. Again, I think kids would prefer to see a dramatization, how is this going to end, and it becomes almost a soap opera kind of a thing, and was very, very effective as well. So I think ideas like that would be terrific to present, almost like these fairs that people put on for industry—here's the latest gadget. If you're in the communication industry; you go to some armory, and you can shop around and see all the latest ideas. Well, there ought to be a way in which you can come through and hear the latest ideas of things that people have done in this area.

Mr. RODERICK. Then I think there needs to be some support for districts. I suppose they could use their funds to do that. But they should be allowed to then use funds for technical assistance to help them actually pull off the new idea that they like.

I am concerned that school district people are going to take this money, and you know, they get to be very skilled at using it to cover ongoing costs instead of to start anything new.

Senator DODD. And it's hard not to blame them; they are strapped.

Mr. RODERICK. You're right, that's right.

Senator DODD. I was going to ask you about that, or maybe I didn't ask you because I assumed what your answer would be, and maybe I'm being presumptuous. Should the schools be the lead agencies?

Ms. WATTS-DAVIS. I would say no.

Senator DODD. And I would have thought you would have said yes.

Ms. WATTS-DAVIS. In our situation, for that exact reason, we have a superintendent. We literally run the mentor program, and we have pulled this together, and we reduce the support of it by 20 percent every year and let the school take over 20 percent every year. So it really does force two people to have to sit down face-to-face at least once a year and plan how moneys are going to be budgeted and spent.

But one of the first things the superintendent said was if we put this money in here, and you all get this grant and you give it to us, then everybody is going to be fighting for another piece of the pie.

Senator DODD. Who is the lead agency there?

Ms. WATTS-DAVIS. We are the lead agency.

Senator DODD. You are.

Ms. WATTS-DAVIS. But all the services are delivered for the school.

Senator DODD. Dr. Hammond, what's your reaction to that?

Mr. HAMMOND. I think I would prefer the opportunity for others to be lead agencies besides the schools. I wouldn't, in every, single instance of a community, want to rule out a school being the lead agency, but I am uncomfortable that in the present form the bill, they are the only lead agency allowed.

I go back to my earlier point about having this whole process be one that encourages collaborations. I think another way to get at that is at the level of who can apply—plural.

Senator DODD. Yes. That's a very interesting point.

Mr. Roderick.

Mr. RODERICK. I would agree. I would say the same thing that Dr. Hammond said, that I wouldn't rule out schools as lead agencies; it should be sort of a case-by-case basis, who can come up with the best and most likely to succeed proposal and encourage collaborations between schools and community-based organizations.

Senator DODD. I'll say I've seen some awfully good ones. Again, going back to New Haven, CT, we had one called "LEAP." I don't know if you've heard about it, but it's just spectacular. And again, most of the money has come from private contributions from the greater New Haven area. The counselors are college students from Yale, Central, and several other colleges in the area. They have junior counselors from the high schools. They work with little kids, and it is a 24-hour-a-day program. Now, it's only summers, unfortunately. But they literally move into apartments in the housing projects, and so for 24 hours a day, there is a place where these kids can go.

There is an academic portion of the day where they get tutoring and so on. Of course, they structure a "busy time," so there are activities, field trips, and athletics; there is just a constant level of activity—that doesn't end at 4 or 5 o'clock and then pick up again at 8 or 9 o'clock the next morning. But these counselors, particularly the senior counselors, went right back in. That's where they live for the summer. So at night, the kids come over, and all of a sudden their role models shift. It really makes that time between 5 and 6 o'clock in the afternoon and 8 and 9 o'clock the following morning much more significant, and arguably more significant than what happened between 8 and 9 o'clock in the morning and 5 o'clock in the afternoon. It is that quiet time, that nonstructured time, that there is a safe haven for these kids to go. It is just tremendously successful.

I think where you can encourage that sort of involvement is fantastic. And I would like to see us get away from the notion of summer jobs and start talking about it as a year-long thing. It would have to be very delicately coordinated with schools so that you aren't conflicting with academic requirements, but being part of it.

All of our mothers told us that "Idle hands are the devil's handmaid," or something like that; if young people who are busy and doing things, then there will be less time for these other things that can be distractions, and the time is fun and enjoyable.

We need to start thinking in those terms about how you can have these kinds of programs, working with businesses, where they will take someone on—it may not be a windfall of dollars coming into them, but it could provide these kids with an opportunity to learn a skill or a trade. How many kids would take advantage of that opportunity if there were a place to go and something to do?

Ms. WATTS-DAVIS. A lot of them.

Senator DODD. Does that make sense?

Ms. WATTS-DAVIS. I think that's an excellent idea. One of the things we found when we asked the gang leaders what were the



times when you were most pressured to join gangs, we found that it was between right after school and 2 o'clock in the morning.

We do have three Safe Havens. One is in the school, one is in a public housing authority, and one is in a community center. And it is interesting to watch those different environments.

And I do agree that maybe schools should not be ruled out, but I think that then the bill would have to encompass some ways to allow them to be more flexible, because what we found was that whenever the school wants to do an after-school activity, and they have to drive the kids, then you have all these liability issues, so they say, "We can't do it because of that," or "We can't open up the school because it's a liability thing," or "We have to pay the janitor."

So again, maybe there should be joint lead agencies; maybe that's the way to do it. But I think schools are perfect places to be Safe Havens. Young people tell us all the time that school is where they feel safe, more so than home. So it would be great if we could extend the school business hours longer and maybe put in another group of people who can be there during that time, because young people know they can get a meal there, and there are people there who care about them, that it's a safe environment, and they can study or do whatever.

Senator DODD. Again, in Connecticut, the Y's have done a lot in New Britain, CT and other places, and it really means a lot to the kids to have a program. But it means going from the school to some other venue, and a lot can happen in that transit.

Yes, Tom, did you want to comment?

Mr. RODERICK. Yes. The other thing that has happened is there has been a tremendous trend toward involving community-based organizations in schools. In New York City, literally millions of dollars in contracts goes to community organizations where their staff comes into the school and provide services for kids in the school. That is a huge change from when I went to school where there weren't any other organizations; it was just the teacher and you kind of thing. And that is a real trend that needs to be acknowledged as existing.

I mean, the schools are feeling that they can't deal—all of New York City's dropout prevention efforts, for instance, are done by community-based organizations in schools, and that needs to be acknowledged.

Senator DODD. And they are generally pretty good?

Mr. RODERICK. Yes. There are sometimes problems and frictions between school culture and community-based organization culture, and actually, my organization has done some institutes sponsored by United Way in New York to try to address those kids of issues. But there is no question that the community-based organizations have a tremendous amount to offer to kids and to school people, and vice versa. It can be a very productive joint venture if it is done well.

Ms. WATTS-DAVIS. There is an organization called Cities in Schools that is here, and they are actually a contractor of the U.S. Department of Education for the Safe Haven Program. Their sole mission is to bring dropout prevention services into the schools, and they provide intervention, counselors. I think they are in 30 of

the 50 States, and I think they were the predecessor for doing that kind of thing, and they have had tremendous success; and they are already contracting with you all.

Senator DODD. These are some great suggestions. I hope you'll take a good, close look at these bills, read them carefully for me, and we'll pick up on some of the ideas you've expressed here. But any additional thoughts you have would be helpful. The Safe Schools Act will probably go out of this committee as a freestanding bill fairly soon. We've got bipartisan support to move it to the floor, and the House is going to move fairly quickly as well.

So we'd like to get some ideas from you, and if you have any additional thoughts on this, let us know as soon as you can.

Anyway, we could go on and on. I have enjoyed talking to you, and I could keep this up all afternoon—well, we have all afternoon, I guess, but into the evening. We will follow up with you. In fact, I have talked to some people in town about getting together informally to talk about this with the various agencies in town, the House and the Senate, with people who are concerned about this and work to develop some sort of consistent strategy here. So we will be getting back in touch with you on that as well.

I certainly want to thank Senator Pell for allowing me to chair the hearing, as well as his staff on the education subcommittee. This is really a matter that falls within their jurisdiction. My subcommittee is children and families, which is kind of broad, and this is clearly an education issue, and he is the chairman and has been for years of that committee. We'll include his statement in the record as well.

[The prepared statement of Senator Pell follows:]

#### PREPARED STATEMENT OF SENATOR PELL

I would like to commend Senator Dodd for his interest and leadership in the area of youth violence and school safety. As we strive to provide a world-class education with high standards for our nation's children, we must also ensure a safe environment in which those children can learn and are able to achieve those high standards.

With over 3 million crimes occurring at or near schools each year—approximately one every six seconds—there is a clear need not only to keep our children out of harms way but also a need to foster an ethic of respect and discipline in our children so that harm to others is not an accepted way of life and action.

I am hopeful that we can address such a need by embracing comprehensive, preventive educational measures that not only involve teachers and students but parents and community members as well. Programs such as conflict resolution, peer mediation and multicultural understanding are educational initiatives that have proven in many instances to be effective methods of reducing and preventing violence. Metal detectors and police guards may prevent an incident from occurring, but they are not a long-term solution.

As an original cosponsor of The Safe Schools Act of 1993, I believe we should move with dispatch toward ensuring that by the year 2000 every school in America will be safe and drug-free. We cannot afford to surrender our children's educational achievement to violence. The classroom must be a safe and conducive place in

which to learn. I look forward with considerable interest to the testimony we will receive today.

Senator DODD. I'd particularly like to thank Margaret Smith of Senator Pell's staff for all of her good work in helping us put this together.

Finally, others want to submit written testimony, so I am going to leave the record open. So you see as I told you there is interest in these issues, and we welcome the involvement and participation.

Senator DODD. I apologize again for the inconvenience of having to run in and out of here for the votes, and I appreciate your patience and look forward to having a closer working relationship with you as we try to take this issue on and do something meaningful about it as soon as possible.

So thank you all very much.

[Additional material follows:]

## ADDITIONAL MATERIAL

### PREPARED STATEMENT OF JASON NEWMAN

Dear Chairman Pell: I am Jason Newman, Co-Director of the National Institute for Citizen Education in the Law, and I am John Calhoun, Executive Director of the National Crime Prevention Council. We are submitting this testimony in support of the Safe Schools Act, and more specifically in support of the authorizing language for developing and implementing violence prevention activities, including, conflict resolution skills for students and teachers and developing innovative curricula to prevent violence in schools.

We would like to express our thanks to the Clinton Administration as well as Senator Dodd and Congressman Owens for introducing this legislation and the many other members of Congress who co-sponsored the bill and have continued to lend their support.

As you and the other subcommittee members are well aware of, youth violence has become a major quandary in today's society. Experts have called it a national health epidemic. Recent statistics show:

- At present rates, three of four 12-year-olds will become victims of violent crime at some time during their lives.
- During the 1980s over 48,000 people were murdered by youth in the 12-24 year old range.
- Between 1984 and 1989 homicide rates for 15-24 year olds have increased 41 percent.

We must find a cure for this epidemic. Education must be part of the cure. Schools are a natural environment to begin to tackle this problem.

It is unfortunate however, that in today's society, schools are no longer safe havens for young people. Many schools are no longer in the education business; and increasingly, teachers have been forced to take on the role of disciplinarians. It is critical to reclaim our schools and education institutions, so that they can focus on the important task of preparing effective, law-abiding citizens. Programs do exist which challenge young people both cognitively and ethically. More importantly, those programs that are the most successful actively engage youth in being part of the solution to the growing problem of youth violence. One such program is Teens, Crime, and the Community.

The Teens, Crime, and the Community program began in 1986 through the Justice Department's Office of Juvenile Justice and Delinquency Prevention. The program is a joint effort between the National Institute for Citizen Education in the Law, a national and international organization which has played a leading role in the United States and abroad in developing and implementing programs to teach students and adults about laws, legal systems and democratic principles, and the National Crime Prevention Council, an organization which challenges law enforcement, schools, civic groups, mayors' offices, corporations, and individuals of all ages, races, and ethnic groups to join together in a serious commitment to preventing crime and rebuilding communities. Teens, Crime, and the Community combines education and community service to reduce the high level of teen victimization and to empower young people to become active participants in making their schools and communities safer. Through the Teens, Crime, and the Community curriculum and service projects, young people learn violence prevention strategies, conflict resolution techniques, and peer mediation in order to reduce or eliminate specific crime problems in their school or neighborhood. The four main goals of the Teens, Crime, and the Community program are to:

- reduce youth violence;
- create safe schools;
- keep youth safe by teaching conflict resolution skills; and
- provide community service opportunities.

### EVALUATION OF TEENS, CRIME, AND THE COMMUNITY

The Centers for Disease Control and Prevention endorse Teens, Crime, and the Community as an effective program to develop life and social skills to reduce teen violence.

Indeed, Teens, Crime, and the Community has a proven record of reducing youth violence, creating safe schools and keeping youth safe. Six national evaluations of

the Teens, Crime, and the Community program<sup>1</sup>, conducted by outside evaluators, have shown that teens involved in the education and action program are more likely than their counterparts to:

- reduce their own delinquency and their association with delinquent peers;
- know more about types of crime victimization and their risk of crime;
- increase their belief in ethical rules and need for laws;
- demonstrate greater community bonding; and
- participate actively in classroom and community service activities.

#### TEENS, CRIME, AND THE COMMUNITY ACCOMPLISHMENTS

Since the program's inception, Teens, Crime, and the Community has:

- impacted more than 500,000 young people in over 400 schools in 40 states;
- developed programs in secondary schools, juvenile justice facilities, public housing and community based sites; and
- provided training for more than 8,000 teachers, juvenile justice professionals, law enforcement officers, and social service providers.

Through the networks of the National Crime Prevention Council and the National Institute for Citizen Education in the Law, statewide crime prevention and law-related education coordinators are in place in all fifty states to oversee state and local Teens, Crime, and the Community program implementation. These statewide coordinators have working relationships with the National Teens, Crime and the Community Center.

States where Teens, Crime, and the Community has impacted students include:

- Rhode Island: Currently being implemented in 14 schools as well as in nine community-based settings and six Boys and Girls Clubs.
- Maryland: Teachers and administrators participated in a regional training to learn Teens, Crime, and the Community program implementation strategies. The Maryland team then returned to their communities and schools to implement the program this school year.
- Iowa: The Iowa Drug-Free School office is promoting Teens, Crime, and the Community as a model drug-free school curriculum, and will provide state resources to make the program available to local education agencies. More than 25 Iowa middle and high schools have active Teens, Crime, and the Community projects. This fall the initiative will expand to include more than 85 schools. A Sigourney teacher was chosen Social Studies teacher of the year based on his work with Teens, Crime, and the Community.
- Connecticut: The Connecticut Law-Related Education program is promoting Teens, Crime, and the Community statewide as an effective tool to reduce teen violence and develop conflict management skills in the state's young people. In the winter of 1993 over 50 middle school teachers received training and additional teachers will receive training later this year.
- Ohio: More than 50 teachers were trained in a Teens, Crime, and the Community program implementation at a conference in October 1992. In November 1993, Teens, Crime, and the Community will be presented to elementary and secondary school teachers in Columbus as a model curriculum for violence prevention and conflict management. Cleveland was chosen as one of three national sites to participate in a pilot of We Can Work It Out! new mediation materials, created as part of the national Teens, Crime, and the Community program. We Can Work It Out! teaches problem solving and conflict management skills for young people.

#### HOW DOES TEENS, CRIME AND THE COMMUNITY IMPACT YOUNG PEOPLE?

Too often we wait for teens to become part of the violence problem before we reach to help. Teens, Crime, and the Community claims young people before they become involved in the violence problem. The program directly asks young people to reduce local crime in the form of community service projects. These service projects allow young people to put their newly acquired crime prevention and conflict management knowledge into action for the betterment of their community. Teens, Crime, and the Community relies on the premise that it is not acceptable to educate young people in violence prevention simply for themselves. We owe America's young people an educational experience that asks them a second level of questioning, "How can I begin to make my school and community safer?" Young people deserve to be part

<sup>1</sup>These evaluations were conducted by Social Program Evaluators and Consultants, Inc., of Bingham Farms, Michigan.

of the violence-prevention solution and Teens, Crime, and the Community helps facilitate this, as shown through the program's learning outcomes:

- To make teens better able to recognize crime;
- To make teens more aware of the effects of crime;
- To make young people more aware of their risks as victims;
- To learn how to prevent crime through individual and collective strategies;
- To understand how teens can play a positive role in the criminal justice system;
- To know what skills are necessary to take crime prevention steps;
- To have the motivation to want to take crime prevention action; and
- To explore the career opportunities in the criminal justice field.

Teens, Crime, and the Community creates effective and active citizens because it reduces violence and provides a sound and safe educational experience. Over the past two years, more than 1,500 schools and organizations have inquired about starting a Teens, Crime, and the Community program. Unfortunately, the resources are not presently available to provide the training and technical assistance necessary to meet the critical needs of communities across the country.

#### TEENS, CRIME, AND THE COMMUNITY: EDUCATION INTO ACTION

A student participating in a New York City Teens, Crime, and the Community program felt that without this program he never would have known the high rate of teen victimization and how to combat it. But because of his participation in the program, the teen said, "I . . . now know how much can be done to make my school and neighborhood better. Things are really improving." Other young people and teachers involved have expressed similar thoughts. Dan Phillips, a Teens, Crime, and the Community teacher in Iowa said, "Teens now look at themselves as the solution instead of the problem—how they can be a positive part of the criminal justice system." Because of the community outreach component of the program, young people are now taking part in service to help achieve positive political exchange—an exchange that allows young people to help themselves by helping others. One example of this is teens developing "community action projects" to reduce crime in classrooms, housing projects, and playgrounds. Some of these community action projects include:

- programs in housing developments teaching young children safety tips;
- teens creating neighborhood mediation teams to settle conflicts among younger children;
- creation of school mediation and conflict management;
- establishing city-wide teen anti-crime groups;
- teaching or mentoring elementary school students in crime prevention; and
- young people establishing a crime prevention library in their schools with funds donated by community agencies.

We realize that community service has a long and illustrious tradition in the United States, from the CCC to today's young people who will partake in President Clinton's national service program. We agree with the administration's call for a "new ethic of service in America."<sup>2</sup> The Teens, Crime, and the Community action projects provide young people with a service ethic and the opportunity to tackle specific issues through conflict resolution, peer mediation, and other violence-prevention skills acquired through their participation in the program. By developing these skills, teens develop a stake in their community and a feeling of responsibility. In addition, members of the community, especially business and local government, take an active role with the young people working with them on projects shoulder to shoulder. This helps young people to become what Goals 2000: The Educate America Act calls, students who are, "involved in activities that promote and demonstrate good citizenship, community service, and personal responsibility."<sup>3</sup>

#### CONCLUSION

At no other time in our nation's history has the survival of youth been so challenged. Confronted with escalating levels of violence, an increase in substance abuse as well as swelled ranks of broken families and families in poverty, it is not surprising that young people feel alienated from their schools, families, and communities.

<sup>2</sup>Peter Edelman, Oral testimony to the Senate Committee on Appropriations, Subcommittee on Labor, Health and Human Services and Education. May 12, 1993, p.1.

<sup>3</sup>H.R. 1804, Goals 2000: Educate America Act. Title I, sec. 102, 3(B)iii.

If these their communities, they would not have to resort to delinquent behavior to experience success.

Without question, the Teens, Crime, and the Community program has proven itself capable of successfully addressing some of these problems. To expand our record of success, the program must continue to receive both governmental and private support. It would not have been possible to positively impact the number of young people which we have without this past support. Support from your committee for the Safe Schools Act and the Teens, Crime, and the Community program would greatly increase our likelihood to meet and defeat this daunting challenge facing youth today.

We commend you for taking on this initiative and feel strongly that you will be able to provide school districts proven violence-prevention and conflict management programs, like Teens, Crime, and the Community, for every young person in the country. Their lives are depending on it.

We thank you and the members of the subcommittee for the chance to share these thoughts and aspirations with you.

Senator DODD. The subcommittee will stand adjourned.

[Whereupon, at 5:45 p.m., the subcommittee was adjourned.]

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